BILL NO. G-81-09-/3

GENERAL ORDINANCE NO. G-06-82

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31 32 AN ORDINANCE amending the Code of the City of Fort Wayne, Indiana of 1974, Chapter 21-1, 21-2 and 21-3 which adopted the General Plan for the City of Fort Wayne as approved by Council on November 26, 1963.

WHEREAS, the Fort Wayne City Plan Commission has prepared a Comprehensive Plan for the City of Fort Wayne that promotes the orderly physical and economic development in the Fort Wayne community, and provides for the promotion of public health, safety, morals, convenience, order and welfare in the process of development in accordance with the statutes of the State of Indiana; and

WHEREAS, the required notice of public hearing by the Plan Commission has been published as required by law; and

WHEREAS, the City Plan Commission in accordance with the Planning Acts of the State of Indiana did hold a public hearing on the Comprehensive Plan; and

WHEREAS, the Common Council of the City of Fort Wayne and all other Government bodies within the territorial jurisdiction of the Fort Wayne City Plan Commission shall be guided by and give consideration to the general policy and pattern of development set out in said Plan as required by Indiana statutes.

NOW, THEREFORE, BE IT ORDAINED BY THE COMMON COUNCIL OF THE CITY OF FORT WAYNE, INDIANA:

SECTION 1. That Chapter 21, Section 21-1, 21-2 and 21-3 of the Code of the City of Fort Wayne, Indiana of 1974 are hereby repealed and the following is hereby substituted:

Section 21-1. That "The Comprehensive Plan for the City of Fort Wayne" contains data, text, maps, figures, and charts in one or more of the following sections: Cover Page, Table of Contents, List of Figures, Section I - Introduction, Section II - Background Information,

Section III - Policies and Strategies, Section IV - Implementation, Appendix, and the Urban Service Area: Generalized Land Use Map.

Section 21-2. That "The Comprehensive Plan of Fort Wayne" is hereby incorporated and made a part of this Ordinance and shall be in full force and effect from and after its passage and approval by the Mayor, and legal publication, thereof; and that the General Plan approved November, 1963 is hereby repealed.

Section 21-3. That a copy of the approved Comprehensive Plan shall be and remain filed in the Office of the Clerk of the City of Fort Wayne, Indiana.

SECTION 2. That this Ordinance shall be effective upon passage, approval by the Mayor and due legal publication.

Mark C. Gra Cunta Councilman

APPROVED AS TO FORM AND LEGALITY SEPTEMBER A, 1981.

BRUCE O. BOXBERGER, CITY ATTORNEY

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A RESOLUTION of the City Plan Commission adopting the Comprehensive Plan as the Plan for the City of Fort Wayne, Indiana.

WHEREAS, the Planning Acts of the State of Indiana provide that the Fort Wayne City Plan Commission may adopt a Plan so as to assure the promotion of public health, safety, morals, convenience, order, the general welfare and for the sake of efficiency and economy in the process of development; and.

WHEREAS, the Fort Wayne City Plan Commission did prepare this document as the Comprehensive Plan for the City of Fort Wayne which contains data, text, maps, figures and charts in one or more of the following sections of the Comprehensive Plan: Cover Page, Table of Contents, List of Figures, Section I, Section II, Section II, Section II, Section II, Section II, Section III, Section II, Section III, Section

WHEREAS, the required notice of public hearing on the proposed Comprehensive Plan has been published as required by law; and,

MHERRAS, the Fort Wayne City Plan Commission in accordance with the Planning Acts of the State of Indiana did hold a public hearing on the Comprehensive Plan on June 29, 1981; and,

WHEREAS, the Fort Wayne City Plan Commission does hereby find that said Comprehensive Plan is designed to carry out the purpose and intent as provided by the Planning Acts of the State of Indiana.

NOW THEREFORE, BE IT RESOLVED:

SECTION 1. That the Fort Wayne City Plan Commission does hereby resolve to adopt said Comprehensive Plan as the Plan for the City of Fort Wayne and further recommends that the Fort Wayne City Council adopt the Comprehensive Plan and its Ordinance.

SECTION 2. That this Resolution shall be effective upon passage and approval by the Mayor.

Dennis J. Secretary

Dated this 9th day of Lecombin, 1981.

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Approved and	signed by	me this	CHARLES W. W		
.9, at the hor					_day of
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WINFIELD C. MOSES, JR. MAYOR

PAUL M. BURNS
JOHN NUCKOLS
ROY J. SCHOMBURG

5-11. S. CONCURRED IN
CHARLES W WESTERMAN, CITY CLERK

BILL NO. G-81-09-13

REPORT OF THE COM	MITTEE ON REGULATIONS
WE, YOUR COMMITTEE ON Regulations	TO WHOM WAS REFERRED AN
ORDINANCE amending the Code of the	City of Fort Wayne, Indiana of
1974, Chapter 21-1, 21-2 and 21-3	3 which adopted the General Plan
for the City of Fort Wayne as app	proved by Council on Novemeber 26, 1
• .	
HAVE HAD SAID ORDINANCE UNDER CONSID	· · · · · · · · · · · · · · · · · · ·
BACK TO THE COMMON COUNCIL THAT SAID	ORDINANCE PASS.
MARK E. GiaQUINTA, CHAIRMAN	
SAMUEL J. TALARICO, VICE CHAIRMAN	
WINTAN C. COVINTOR	
VIVIAN G. SCHMIDT	
JAMES S. STIER	
	T
DONALD J. SCHMIDT	

DIGEST SHEET

DIGEST SHEET
2-81-09-13
TITLE OF ORDINANCE Ordinance for the Fort Wayne Comprehensive, Plan
DEPARTMENT REQUESTING ORDINANCE Community Development and Planning
SYNOPSIS OF ORDINANCE <u>Ordinance promotes the orderly physical development and</u>
economic development in the Fort Wayne community in accordance with the statutes of the
State of Indiana.
*
EFFECT OF PASSAGE Local officials will have a blueprint from which to base future
growth policies and to qualify decisions on matters such as rezoning requests, subdivision
proposals, and the extension of utilities and facilities.
EFFECT OF NON-PASSAGE Decisions on future growth strategies and policies will be
based on the existing 1960 "General Plan for Fort Wayne".
MONEY INVOLVED (Dissel Oct to Free dissert)
MONEY INVOLVED (Direct Costs, Expenditures, Savings) None.
ASSIGNED TO COMMITTEE (J.N.)



The City of Fort Wayne

I certify that the attached Ordinance, identified as Bill No.

G-81-09-13, is a true copy of the Ordinance for the Fort Wayne Comprehensive
Plan which was reviewed and recommended for adoption by the Fort Wayne
City Plan Commission on September 28, 1981.

Jennis Grotrian
Secretary

Witnessed before me this 9th day of December , 1921.

Notary Public (Seal)

My commission expires: 7/29/85.

BILL NO. G-81-09-/3

GENERAL ORDINANCE NO. G-

AN ORDINANCE amending the Code of the City of Fort Wayne, Indiana of 1974, Chapter 21-1, 21-2 and 21-3 which adopted the General Plan for the City of Fort Wayne as approved by Council on November 26, 1963.

WHEREAS, the Fort Wayne City Plan Commission has prepared a Comprehensive Plan for the City of Fort Wayne that promotes the orderly physical and economic development in the Fort Wayne community, and provides for the promotion of public health, safety, morals, convenience, order and welfare in the process of development in accordance with the statutes of the State of Indiana; and

WHEREAS, the required notice of public hearing by the Plan Commission has been published as required by law; and

WHEREAS, the City Plan Commission in accordance with the Planning Acts of the State of Indiana did hold a public hearing on the Comprehensive Plan; and

WHEREAS, the Common Council of the City of Fort Wayne and all other Government bodies within the territorial jurisdiction of the Fort Wayne City Plan Commission shall be guided by and give consideration to the general policy and pattern of development set out in said Plan as required by Indiana statutes.

NOW, THEREFORE, BE IT ORDAINED BY THE COMMON COUNCIL OF THE CITY OF FORT WAYNE, INDIANA:

SECTION 1. That Chapter 21, Section 21-1, 21-2 and 21-3 of the Code of the City of Fort Wayne, Indiana of 1974 are hereby repealed and the following is hereby substituted:

Section 21-1. That "The Comprehensive Plan for the City of Fort Wayne" contains data, text, maps, figures, and charts in one or more of the following sections: Cover Page, Table of Contents, List of Figures, Section I - Introduction, Section II - Background Information,

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1 Section III - Policies and Strategies, Section IV -Implementation, Appendix, and the Urban Service Area: 2 Generalized Land Use Map. 3 Section 21-2. That "The Comprehensive Plan of Fort Wayne" is hereby incorporated and made a part of 4 this Ordinance and shall be in full force and effect from and after its passage and approval by the Mayor, and legal publication, thereof; and that the General Plan approved November, 1963 is hereby repealed. 5 6 Section 21-3. That a copy of the approved Comprehen-7 sive Plan shall be and remain filed in the Office of the Clerk of the City of Fort Wayne, Indiana. 8 9 SECTION 2. That this Ordinance shall be effective upon 10 passage, approval by the Mayor and due legal publication. 11 12 13 OUNCILMAN 14 15 APPROVED S TOAFORM AND 16 SEPTEMBER A, 1981. 17 18 BOXBERGER, CITY ATTORNEY 19 20 21 22 23 24 2.5 26 27 2.8 29 30 31 32

31

A RESOLUTION of the City Plan Commission adopting the Comprehensive Plan as the Plan for the City of Fort Wayne, Indiana.

WHEREAS, the Planning Acts of the State of Indiana provide that the Fort Wayne City Plan Commission may adopt a Plan so as to assure the promotion of public health, safety, morals, convenience, order, the general welfare and for the sake of efficiency and economy in the process of development; and,

WHEREAS, the Fort Wayne City Plan Commission did prepare this document as the Comprehensive Plan for the City of Fort Wayne which contains data, text, maps, figures and charts in one or more of the following sections of the Comprehensive Plan: Cover Page, Table of Contents, List of Figures, Section I, Section II, Section III, Section IV, Appendix, and Generalized Land Use Map of the Urban Service Area; and,

WHEREAS, the required notice of public hearing on the proposed Comprehensive Plan has been published as required by law; and,

MHEREAS, the Fort Wayne City Plan Commission in accordance with the Planning Acts of the State of Indiana did hold a public hearing on the Comprehensive Plan on June 29, 1981; and,

WHEREAS, the Fort Wayne City Plan Commission does hereby find that said Comprehensive Plan is designed to carry out the purpose and intent as provided by the Planning Acts of the State of Indiana.

NOW THEREFORE, BE IT RESOLVED:

SECTION 1. That the Fort Wayne City Plan Commission does hereby resolve to adopt said Comprehensive Plan as the Plan for the City of Fort Wayne and further recommends that the Fort Wayne City Council adopt the Comprehensive Plan and its Ordinance.

SECTION 2. That this Resolution shall be effective upon passage and approval by the Mayor.

Dennis J. (Secretary

Dated this 9th day of Line 1981.

Memorandum

To Cit	ty Council Members / Date 12	/11/81
From	Ken McCrory, Senior Planner, CD&P	
Subject	The Proposed Fort Wayne Comprehensive Plan	

COPIES TO:

- M. Burns
- B. Eisbart
- M. GiaQuinta
- J. Nuckols
- D. Schmidt V. Schmidt
- R. Schomburg
- J. Stier
- S. Talarico
- J. Logan C. Westerman

Attached are certified copies of the proposed Fort Wayne Comprehensive Plan and Ordinance. Development of the Plan has been a major task of the City Plan Commission during the last few years so as to promote orderly development in accordance with the statutes of the state of Indiana.

The City Plan Commission held a public hearing on both the Plan and Ordinance on June 29, 1981. As a result of this meeting, numerous comments from the public were incorporated into the Plan. After the public hearing and numerous work sessions, the Commission by Resolution (also attached) adopted the proposed Comprehensive Plan and recommended to City Council the approval of the above mentioned Ordinance.



The City of Fort Wayne

I certify that the attached Fort Wayne Comprehensive Plan consisting of 154 pages, 32 figures, and 9 tables is a true copy of The Fort Wayne Comprehensive Plan adopted by the Fort Wayne City Plan Commission on September 28, 1981.

Dennis Grotrian
Secretary

Witnessed before me this Tth day of Licember , 1981.

Battleson (1. Johns from Notary Public (Seal)

My commission expires: 7/29/85.

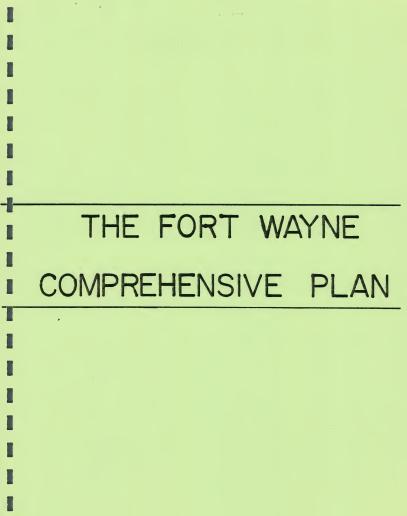


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SECTION I

INTRODUCTION

Many of the current issues confronting the City of Fort Wayne are but symptoms of four national trends that occured during recent decades: the continuing increase in population; the rapid growth of the suburbs and the decline of the City; the emerging concerns with limited energy resources and their effect on urban development patterns; and the increasing interdependence of individuals as society became more complicated. Due to these trends, sectors of the community must work in unison to cope with the challenges of the 1980's. In order for Fort Wayne to continue as a viable community, it is in the public interest to define what its goals are and how they can best be accomplished in this age of limited resources.

<u>Planning</u> is a deliberate, organized, and continuous process of dealing with the development issues impacting the community. Through this process, the present and anticipated needs of the City can be analyzed and a set of actions formulated in order to fulfill those needs at some point in the future. The specific results of the planning process are directly dependent on the goals and values of the community. In general, it can be agreed that the desired result is the best possible quality of life achieved within the limits of fiscal responsibility.

To ensure citizens the best possible quality of life, a vehicle is required by which issues can be resolved consistent with community goals. That vehicle is the Comprehensive Plan. A Comprehensive Plan expresses how the community desires to grow and improve and which actions will be used in order to carry out those ideas.

II. PURPOSE OF THE PLAN

The purpose of the Comprehensive Plan is to articulate policy direction for more specific actions which affect the physical and economic development of the Fort Wayne urban community. Active use of the Plan will also provide public and civic officials with a base from which to make individual decisions in a coordinated manner. The need for better coordination is quite evident when one considers that the public sector alone has over thirty agencies that make daily decisions which effect the community. For instance, the cummulative effect of individual decisions on "the placement and timing of sewer and water lines, streets and roads, schools, and other public facilities can have a major impact on the community's land use patterns, housing supply and its general financial well-being. Also, private investments made by a myriad of groups and individuals many times dictate where expensive public investments must be made. Clearly, coordinated efforts by both public and private sectors can help to avoid costly duplication and maximize the benefits of expenditures that are made. 1

The development of a Comprehensive Plan serves other purposes besides providing direction and coordination. Urban planning has traditionally been the public storekeeper of information on land use, housing, economic, and other demographic trends in the community. Such information in the Comprehensive Plan permits the community the chance to recognize its present physical and economic condition, and then to seek effective solutions. The Plan can also acquaint public officials and civic leaders with the community's potentials and limitations. Lastly, the Plan can serve to alert those involved in future community development

¹Department of Community Development and Planning, <u>The Planning Process:</u>
Fort Wayne, Indiana (October, 1979), P. 11.

as to the City's intentions regarding growth management, economic development, revitalization, capital expenditures and other related proposals.

III. SCOPE OF THE PLAN

The Fort Wayne Comprehensive Plan breaks away from traditional planning documents in many respects. Most traditional plans concentrate primarily on the proper and orderly placement of new physical development within a specific time period. The Fort Wayne Comprehensive Plan, however, approaches planning from a much broader perspective. Since the Fort Wayne Plan is a "policy-oriented" plan, it addresses all land use related problems whether they are in older built-up areas of the City, or in the developing suburban fringe. The Plan also recognizes the interdependence of economic and physical development. It is believed that the interaction of these two issues will provide more feasible alternatives to the community's problems.

IV. DEVELOPMENT OF THE PLAN

The formulation and implementation of the Fort Wayne Comprehensive Plan is a task assigned to the City Plan Commission by the 1947 Planning Enabling Act. The Act states:

So as to assume the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development, the Plan Commission shall prepare a master plan.

Since its inception, the Fort Wayne City Plan Commission has been involved with the formulation of various plans. However, the City's first true comprehensive master plan was not completed until 1963. The 1963 publication was called "The General Plan," and it was the legal master plan under which the City Plan Commission operated until the development of this planning document.

The development process of the Fort Wayne Comprehensive Plan was a lengthy one. Several documents were published in 1975 which acted as the technical foundation for the Comprehensive Plan. The publications addressed land uses, population trends, soil capabilities and limitations, the economy, and much more.

Also in 1975, a document called, "Framework for Development" was published. Framework identified a number of community development and land use issues that could be addressed in a land use plan. The document divided the community into five geographic areas and proposed a set of policies for each. It was then widely distributed to individuals and civic groups in the community to solicit responses on its concepts and policies. From the public responses came a 1976 report called "Land Use Policy Plan, Community Response: Formulation of Goals and Objectives." The report presented a set of goals and objectives from the "Framework" as modified by the Community's response to it. These goals and objectives were what gave the Comprehensive Plan its direction in addressing the community's problems.

Since 1976, there have been numerous other publications and plans which provided invaluable sources of information for the development of the Fort Wayne Comprehensive Plan. For instance, the 1977 "Overall Economic Development Plan for Allen County," and its two subsequent updates in 1979 and 1980, set the tone for the economic policies in the Comprehensive Plan. The Community Renewal Program and several neighborhood plans are other examples which have led toward the development of the Fort Wayne Comprehensive Plan.

V. THE PLANNING PROCESS

A sound planning process requires that comprehensive plans be reviewed frequently. Unfortunately, the preparation of comprehensive plans has tradition-

ally been viewed as an "end-state" product that projects the physical landscape of a Community for fifteen to twenty years into the future. Because of the "end-state" type of philosophy, traditional planning approaches can become inflexible due to constant changes in society. To meet the challenge of change, the Fort Wayne Comprehensive Plan has been designed to foster a continuous planning process that can be used in the day to day decision making process.²

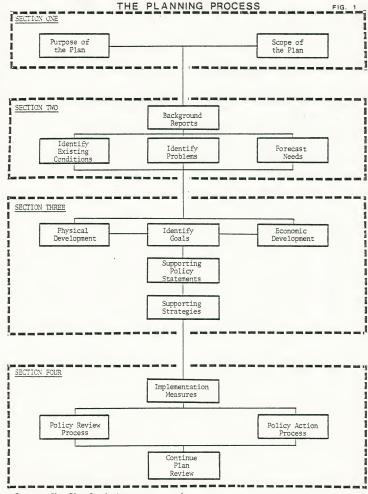
The Plan is divided into four sections. Each section, in turn, contains one or more elements that can be individually revised to reflect community changes. Such flexibility allows selective revisions to be made without having to rewrite the entire plan. Figure 1 illustrates the four sections of the plan along with each of their individual elements.

Section One of the plan is merely the introduction. Very little, if any, revisions to this section will be necessary.

Section Two is the foundation of the plan. This section contains the background information on various community issues such as public and private disinvestment and the duplication of urban services. It is in Section Two of the plan where the community can look at its physical and economic plan, and then establish priorities for community improvement. Revisions can be expected occasionally for Section Two.

Section Three is the most significant portion of the Comprehensive Plan. In this section, the goals of the community are laid out. The goals range from

²Ibid., p. 15.



halting deterioration and providing for orderly growth, to expanding job opportunities and encouraging economic diversification.

Following each goal is a series of policies and strategies that fulfill the needs of the community. The Plan's adaptability to change will be extremely important to Section Three since it will be revised as conditions and trends change or as new approaches and programs evolve.

Section Four concentrates on the implementation of the Comprehensive Plan. The section portrays the major participants in the planning process and their roles. In addition, Section Four describes in detail how to properly use the planning documents as an aid in decision making. This is particularly beneficial for the planning and legislative bodies in their regular review of expenditure proposals, rezoning petitions, subdivision proposals, and so on. Sectin Four also suggests how the City's long term planning programs should be organized and carried out.

SECTION II
BACKGROUND INFORMATION

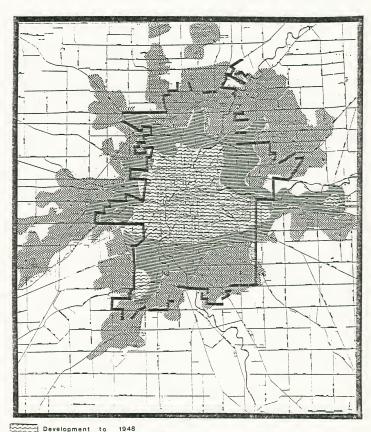
INTRODUCTION

Decisions on the future development of a community must be based upon sound information. To meet that need, this section of the Comprehensive Plan examines the physical and economic condition of the community. Data on the community's past and present condition is summarized to identify trends and current problems. Other reports, plans, and forecasts are analyzed to determine the future needs of the community. Some of the specific issues studied here are present growth patterns, the transportation system and the deterioration of downtown Fort Wayne.

II. PHYSICAL ISSUES

A. NEW DEVELOPMENT

Since 1950, a considerable amount of urban development has taken place in the Fort Wayne-Allen County community (See Figure 2). However, most of this development has occurred in the suburban areas around Fort Wayne, particularly northeast and southwest of the City (See Table 1 and Figure 3). Development of the suburban area has been popular for several reasons. First, the suburban area has large tracts of land that are available for development. The availability of so much land in suburban areas makes it generally less expensive to purchase and easier to assemble than comparable land in the City. Second, many home buyers prefer the suburban area because of social and economic values, and because older City neighborhoods are experiencing some physical deterioration.

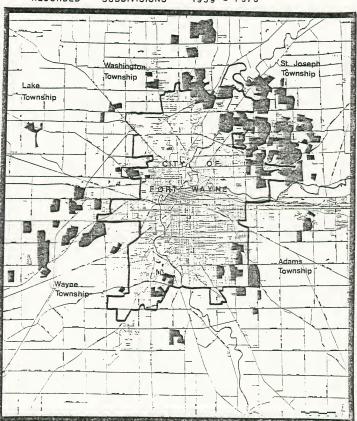




1948 to 195

Source: City Plan

Commission



Recorded Subdivisions

- City Limits Line

Source: Department of Community Development and Planning.

TABLE 1

Population Growth from 1960 - 1980

AREA	1960	1970	1980	AMOUNT OF	AMOUNT OF
	POP	POP	POP	CHANGE 60-80	CHANGE 60-80
City	161,776	177,671	172,196	10,420	6.4%
Suburban Area	41,280	63,660	74,246	32,966	79.9%
Rural Allen County	29,142	39,124	47,893	18,751	64.3%

Source: Derived from 1960, 1970, and 1980 Bureau of Census.

1. Issues

Several problems have resulted from the unbalanced development pattern in the suburban fringe. The intense development of the northeast and southwest suburban areas, for example, has overburdened some public facilities and caused the duplication of others. The placement of new developments primarily in the suburban fringe has also contributed to the exodus of residents and businesses from the City. Other problems that can be associated with the unbalanced development pattern are economic disinvestment and a weakened tax base in Fort Wayne.

The suburban area northeast of Fort Wayne is a prime example where intense development has outstripped the capacity of the public facilities. In 1975, for instance, a temporary halt was placed on residential development in the northeast because of inadequate water supplies. Traffic congestion has also become a problem in the northeast. The intense development of the area has produced traffic conditions like those found in urban areas. However, unlike the urban areas, the northeast is primarily dependent upon a rural road system. In St. Joseph Township, for example, there are several shopping centers and numerous residential developments located along Maplecrest Road. Maplecrest Road is

a typical county road with no curbs, sidewalks, or street lights. It was not intended to handle large volumes of traffic that are generated from urban developments.

The southwest suburban area of Fort Wayne is an example where urban development has caused the duplication of public facilities and services. Urban development in Aboite Township tripled between 1969 and 1979. Unfortunately, most of this development occurred miles from existing city development. The result of this "leap-frog" development was the need for new or extended public facilities and services. In other words, the intense development in Aboite Township created the need for urban services outside the fully serviced areas of the community. The demand for new facilities and services due to urban sprawl means that the community must finance the construction of new facilities such as schools and roads while similar facilities elsewhere in the community are not fully used.

The general attitude of favoring new residential development over the maintenance and revitalization of existing neighborhoods has resulted in disinvestment in the City of Fort Wayne. Disinvestment in the City has occurred in several ways. The exodus of affluent City residents to the suburbs has meant that the City's tax base is supported increasingly by the young, elderly, and minority groups who have lower incomes. In addition, many of the homes that were left behind by the affluent families have become occupied by lower income groups. Many times, the lower income families cannot afford to properly maintain these larger homes. Over the years, the continuing outward movement of affluent families to the suburbs contributed to neighborhood deterioration in older sections of the City. In turn, the deterioration of older city neighborhoods developed a vicious cycle that accelerated the outward movement of more families, thereby accelerating neighborhood decline.

The effects of the population shift also had a serious impact upon individual home owners who did not, or could not leave a deteriorating neighborhood. The deterioration of the older City neighborhoods caused life-long investments that residents had placed in their homes to decline in value. Like the public sector, the individual city resident was confronted with financial disinvestment because of the unbalanced development pattern in the community.

Implications

Allen County's population is projected to increase by 82,000 by the year 2000. ³ However, Fort Wayne will not share in much of this growth if present trends continue. Figure 4 illustrates that if present trends continue, future growth in the community will occur outside of Fort Wayne in areas northeast and southwest of the City, with growth within the City projected to remain almost stagnant. Several areas near the central city will decline in population. The City's share of the County's total population will decline to 54 percent by the year 2000. ⁴ (See Table 2)

³Department of Community Development and Planning, <u>Fort Wayne's Population:</u> Past, Present, and Future (November, 1975), pp. 3-5.

⁴Indiana State Board of Health, <u>Indiana County Population Projections</u> 1980 - 2000, by Division of Research, School of Business Indiana University (1978 Series) Bloomington, Indiana, p. 4, Table A.

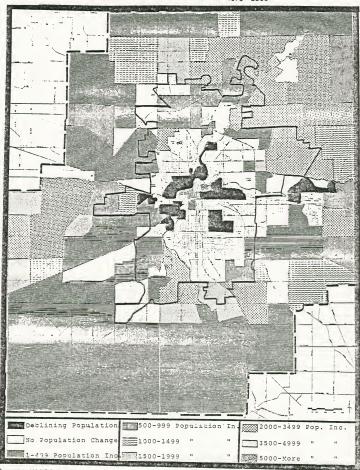


TABLE 2

City's Percent of County Population

1930	78%
1940	76%
1950	73%
1960	70%
1970	63%
1980	59%
*1990	57%
*2000	54%

^{*} Projected from previous trends

Source: Fort Wayne Department of Community Development and Planning.

It must be assumed that the problems identified earlier will become worse if current development trends continue. The City will be left with an even larger percent of low income families such as the elderly who require a disproportionately large amount of urban services. As more affluent households move to the suburbs, those left in the City will generally be those of lower income. Therefore, those remaining will be less able to support necessary services, and lower-income households as a group tend to have greater need for these services, such as emergency medical services and police protection. Also, housing in the City is aging, which increases demand for public services. Continual public and private sector investment in suburban areas will foster the eventual decline in the City's real tax base. This will hinder the City's ability to provide adequate urban services for its own residents much less the increasing demands of the suburban fringe. Such conditions will lead to future financial difficulties for the City and will mandate cutbacks in traditional City services, or the transferring of these services to the County tax base for partial or total financing.

community also has a positive impact on the continued viability and the revitalization of some inner city areas.

Just as public facilities affect land use patterns, so land use patterns affect the locational demand for public facilities. The location of elementary schools, fire stations, and parks must often react to changes in the land use pattern. These facilities, along with water and sewer service are examined separately in the following pages.

Schools

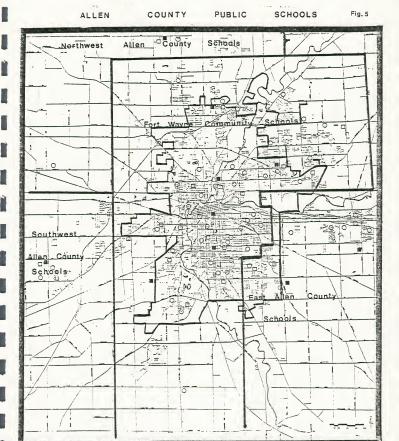
Four school districts provide public education in Allen County: Fort Wayne Community Schools, East Allen County Schools, Northwest Allen County Schools, and Southwest Allen County Schools. The physical boundaries of these districts are shown on Figure 5. Of these four districts, the Fort Wayne Community Schools have the greatest number of students, with 34,716 enrolled during the 1980-1981 school year. As indicated in Tables 3, 4, and 5 other public and private school districts in Allen County have considerably fewer students.

TABLE 3
1978-1981 School Enrollments

	<u>1978-79</u>	<u>1979-80</u>	1980-81
Fort Wayne Community Schools Other Allen County Public Schools Allen County Non-Public Schools	37,120 17,735 10,680	35,653 17,196 9,777	34,716 16,606 9,745
TOTAL	65,535	62,626	61,067

Source: Fort Wayne Community Schools

From 1971 to 1977, student enrollment declined within the Fort Wayne Community School District as shown in Table 6. During this same period, suburban Allen



■ Senior High □ Junior High ⊙ Elementary County School Districts increased their student enrollments; however, after 1977, the County Districts also began to lose students at a rate comparable to Fort Wayne Community Schools (see Table 6). Nevertheless, over the past nine years, the central city schools' enrollment decreased drastically while the suburban schools showed an overall increase in enrollment. Table 7 illustrates this by comparing the changes in enrollment in two central city schools and two schools located in the northeastern suburban area. It should be noted in reviewing Table 7 that construction of two new northeastern suburban schools since 1975, Lincoln and Arlington Schools, may explain the recent decrease in other suburban schools.

TABLE 4 Private School Enrollments

Lutheran Schools Catholic Schools Other		1979-80 2,640 6,021 1,116	1980-81 2,605 5,966 1,174
	TOTAL	9,777	9,745

TABLE 5 School Enrollments by Grade Level, 1980-1981

	K	1-6	7-9	10-12	Special
Fort Wayne Community Schools East Allen Schools Southwest Allen Schools Northwest Allen Schools Catholic Schools Lutheran Schools	2,623 619 175 171 191 301	15,636 4,513 1,309 1,162 3,109 1,771	7,593 2,487 715 656 1,012 718	7,813 3,146 781 629 1,652 521	1,051 38
TOTAL	4,080	27,500	13,181	14,542	1,089

Source: School system staff members

 $^{^{}m l}$ Includes Special Education students in each grade level.

 $^{^2\}mathrm{The}$ Catholic Schools do not use a middle school system. Consequently, ninth grade students are included at the high school level.

NOTE: The seven independent schools were not included here because they have too many combined grade level classes. Also, the row totals will not add up to the year totals found on Table 4 because of fluctuations in school enrollments.

TABLE 6

School Enrollment by District in Allen County

	Fort Wayne Community	East Allen	Southwest Allen	Northwest Allen
1970-1971	43,400	12,188	2,147	2,451
1971-1972	43,764	12,308	2,490	2,537
1972-1973	43,245	12,503	2,590	2,652
1973-1974	42,012	12,518	2,756	2,717
1974-1975	40,889	12,371	2,769	2,693
1975-1976	40,250	12,318	2,839	2,814
1976-1977	39,717	12,109	2,898	2,874
1977-1978	38,570	11,912	3,023	2,874
1978-1979	37,120	11,674	3,056	2,841
1979-1980	35,653	11,401	3,037	2,758
1980-1981	34,716	10,980	2,980	2,646

Source: Allen County School District Superintendents

TABLE 7

	1969-70	1972-73	1974-75	1977-78	1980-81
Hanna (Central City)	496	350	342	Closed	Closed
Harmar (Central City)	842	459	372	Closed	Closed
Haley (Suburban)	620	833	918	849	807
Croninger	655	793	780	702	680

Source: Fort Wayne Community Schools

Issues

The educational system is extremely sensitive to population changes. The outward shift of population from Fort Wayne has had an impact upon all of the school systems in Allen County.

The educational facilities located in the outlying areas have been expanded while inner city schools have been closed. More people are then attracted away

from the city toward the new facilities in the suburban area. Thus, the closing of central city schools has the effect of reinforcing suburban expansion as well as central city abandonment.

In addition, the outward movement of population has prompted Fort Wayne Community Schools to relocate some of its facilities by opening up new school buildings at the edge of the City. Also, the Catholic Schools report a shift in their enrollments from south to north. Proper placement of school facilities, as well as coordination with the location of other facilities, is important. Northrop High School and Lincoln Elementary School are two examples where the placement of other public facilities did not coincide with the school's placement. Increased traffic volumes from Northrop High School force the unexpected improvement of Cook Road and the installation of a traffic light. The lack of a sidewalk near Lincoln Elementary School led to the tragic incident of a student being struck by a car. These are just two examples that illustrate the importance of coordinating the timing of the installation of all related public facilities.

Implications

As previously shown in Table 4, the Fort Wayne Community Schools have decreased their enrollment each year since 1972. According to the Superintendent of Schools, enrollment is projected to continue declining until the mid to late 1980's. The school system must constantly plan for ways to adjust to these change. The Fort Wayne Community Schools are currently restructuring the grade organization of the schools, with implementation completed in the fall of 1980. Elementary schools include kindergarten through 5th grade, middle schools include grades 6 through 8, and high schools include grades 9 through 12. Along

with providing better educational opportunities, this reorganization will allow for optimum use of facilities during periods of pupil population change.

The East Allen County Schools are faced with an expanding student population in the northern half of the school district. To accommodate these students, the School Board has decided to shift attendance areas for two elementary schools for the 1979-1980 school year. Continuing residential development may necessitate additional boundary changes for 1980-1981 school year.

Of the four Allen County School Districts, Southwest Allen is the only one that continues to grow in the number of students enrolled. Since there is little industrial development in this area, the school district must rely almost totally on residential and commercial establishments for tax revenue to support the schools. Because of this limited tax base, the building fund has not been sufficient to keep up with the growing demand for new schools.

Fire

Operating out of eleven (11) stations, the Fort Wayne Fire Department provides fire protection to all areas within the City corporate limits. Outside the corporate limits, the provision of fire protection is the responsibility of the respective townships. Townships without their own fire stations usually contract with an adjacent township or with the City of Fort Wayne for fire services.

⁵Fort Wayne Community Schools, <u>A Proposed Plan for the Fort Wayne Community Schools</u>; 1977 - 1983, by Lester L. Grile, Superintendent (January 24, 1977).

Table 8 shows the source and type of fire protection that currently exists in each township outside the city limits but inside the urbanized area.

TABLE 8

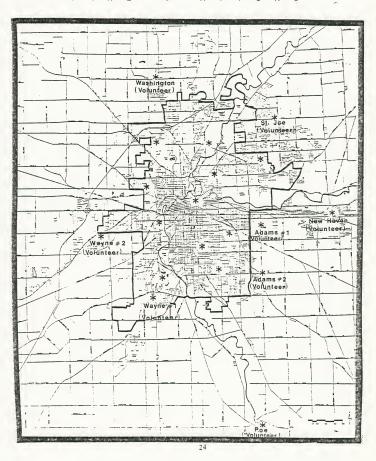
Township	Primarily Served by	Type of Personnel
Aboite	Wayne 1 and 2, Arcola	Volunteer and Full-time paid
Adams	Adams 1 and 2, Riverhaven	Volunteer and Full-time paid
Pleasant	Poe	Volunteer
St. Joseph	St. Joseph	Volunteer
Washington	Washinton	Volunteer
Wayne	Wayne 1 and 2	Volunteer and

Source: Fort Wayne Department of Community Development and Planning.

Township

Along with these township stations, the Riverhaven area, located in Adams Township, has a volunteer station which serves only that area. All of the stations benefit from reciprocal mutual aid agreements with the other townships and with the City of Fort Wayne. The locations of all the fire stations within the Fort Wayne urbanized area are shown on Figure 6.

Full-time paid



Source: Allen County Plan Commission

1. Issues

As the City of Fort Wayne continues to grow through annexation, the Fire Department must expand its services to adequately provide fire protection. New stations will have to be constructed while others will have to be relocated. Response time is used to determine the service area of each station. Existing and proposed land use, density of population or physical structures, and transportation barriers such as rivers and railroad tracks are all considered before a site is chosen for a fire station. The Fire Department also tries to avoid unnecessary overlapping of service areas to insure efficient operation.

As illustrated in Table 8, the township fire stations are manned either primarily or exclusively by volunteers. Both the Washington Township Station and the St. Joseph Township Station have a service area of nearly 25 square miles. With rapid growth occurring in both of these townships, these volunteer stations are gaining more and more responsibility as well as increasing their work loads.

Other township stations are losing areas of jurisdiction through annexation. Wayne Township has two stations to serve an area of only ten square miles within that township. Because of annexation, one of Wayne Township's Stations is actually located within the City limits. A truck from this station must travel at least one mile before it even enters its area of jurisdiction. Situations such as this must be corrected because proximity to the fire and travel time are two of the most important factors affecting the quality of fire protection.

Both the City and Township fire departments must be concerned with the insufficient water pressure of the private utilities. The fire stations responding in those areas are thus forced to carry water on board to combat fires. This problem is examined in greater detail in the "Water Utilities" section of this Plan.

2. Implications

The two issues which have the most significant implications for the future of fire protection in the Fort Wayne area concern annexation and the growing population in the volunteer fire departments' service areas. Both of these issues relate to the general population shift into the suburban areas.

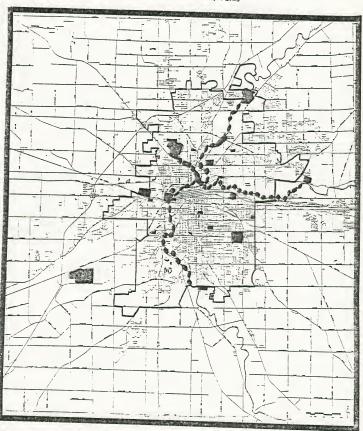
In most cases, annexation adds to the jurisdiction of one fire department while taking away from the jurisdiction of another. Annexations to the eastern portion of the City have prompted the planned relocation of one fire station. Further annexations to the north, northeast, and west of Fort Wayne may necessitate the construction of one or more fire stations.

Volunteer township stations are finding themselves providing urban services, which often they are not equipped to handle. Most identified fire protection need areas lie beyond the Fort Wayne urbanized area. ⁶ This makes the provision of urban fire service an acute problem for some townships.

Parks

The City of Fort Wayne, through its Parks and Recreation Department, provides public recreational space for the residents of Fort Wayne and the surrounding suburban area. The park system contains eight community parks, twenty-three neighborhood parks, forty-seven block parks, and maintains recreation areas on boulevards and along riverbanks. Some of the larger parks are illustrated in Figure 7.

 $^{^6\}mathrm{The}$ Allen County Plan Commission, The Comprehensive Plan of Allen County (May, 1976), p. 72



REGIONAL PARKS

RIVER GREENWAY

One of the community parks, Franke Park, could actually be classified as a regional park since it attracts visitors from the tri-state region. The other community parks generally have a service area of a one-mile radius or more, and are over 100 acres in size. Neighborhood parks are considerably smaller than community parks, usually 10-50 acres in size and have a service area of one-half mile. Block parks are generally less than five (5) acres in size and often less than one acre. They attract residents within a one-quarter mile radius of the park. In addition, the Parks and Recreation Department is developing a River Greenway Plan which will link City Parks that are located along the rivers with a bike trail. This system eventually will be Countywide and provide public access on both sides of the riverbanks. Besides the park space provided by the City, most of the schools located within the Fort Wayne urbanized area contain some form of recreational space open to the general public. Also, the County Park system provides a nature preserve known as Fox Island. Other recreational facilities in the Urban Service Area include a riverfront roadside park along U.S. 24 and several privately maintained common areas or private block parks within residential subdivisions.

Issues

A predominent problem for the City Park Department is the lack of City funds to properly maintain and expand the park system. A survey of neighborhood associations conducted in 1979, indicated that seventy-eight percent of those responding felt that more public parks are needed in Fort Wayne. However, fifty-six percent felt that renovation to existing parks was needed more than expansion of the park system.

Only city property-owners pay taxes which help maintain the parks, yet many non-city residents regularly use the city parks free of charge. Although a fee

system has been established for the use of some park activities, it does not totally defray the maintenance costs.

As an area urbanizes, the demand for recreational space also increases. This increased demand for parks and riverbank space generally is in suburban areas. The Parks and Recreation Department cannot build new parks outside the corporate limits of Fort Wayne, so it must wait until these areas are annexed to the City. By the time many areas are annexed, they have already been totally developed, leaving no vacant land suitable for a park. The Parks and Recreation Department has had to purchase tracts of land outside the City limits and upon annexation, park development takes place. However, the River Greenway system provides a comprehensive approach to acquisition and development of riverbanks for recreation and flood control as funding becomes available.

Implications

If present trends continue, more and more people will be using City parks without having to pay for their maintenance. Coupled with the rising cost of maintenance, this may result in a faster depreciation of the physical facilities. Presently, a "limited park development" policy allows only those properties which can be land banked, or that are self-supporting to be acquired or developed.

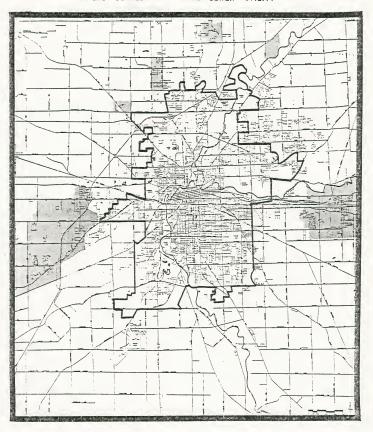
If this financial situation continues, a new emphasis will be placed on a few large community and neighborhood parks. The result of this change will be increased travel time to get to the parks and decreased attendance of young children who cannot walk to the park.

The number of private neighborhood parks in outlying areas of the City may increase. However, these areas typically have limited recreational facilities and are not open to the general public.

The situation may force consideration of a Park Tax District. Such a district would extend beyond the City limits to include the entire service area of the Parks and Recreational Department. With this system, all property owners within the service area would pay equally for parks.

Sewers

Sanitary sewage collection within Fort Wayne and the surrounding suburban area is accomplished in a variety of ways by a number of separate entities. Fort Wayne City Utilities provides sanitary sewage collection and treatment for approximately 95% of the area lying within the corporate limits. Since City Utilities' service is paid for by those who use it and not through property tax revenue, the Utility does extend its service beyond the City limits. Thus, City Utilities already serves much of the suburban are and continues to extend its service to new suburban developments. A number of private, investor-owned utilities also operate in the area. As Figure 8 shows, the franchised area of these private utilities lie primarily to the west and northwest of the City of Fort Wayne, in Aboite and St. Joseph Townships, respectively. There are also some smaller franchised areas located due north and northwest of the City. Although not everyone within these franchised areas currently have sanitary sewers, the private utilities maintain the exclusive right to serve them through the Certificate of Territorial Area issued by the Public Service Commission of Indiana. The recent formation of a county-wide sewer district allows still another entity to provide sanitary sewer service in the Fort Wayne suburban area. While the district cannot serve areas within the private utilities'



franchised areas, it does have the authority to serve any other areas within the county that demand sanitary sewer service.

The remainder of the Fort Wayne suburban area not served presently by Public Sewers relies on the septic tank metod for sewage disposal. While only 5% of the area within the City limits makes use of this method, approximately half of the suburban area, not within private utilities' franchised areas, use septic tanks.

Issues

The types of issues concerning sanitary sewage service within the Fort Wayne urbanized area are twofold. The first set of issues deals primarily with service in the urban area in general. The second set of issues examines more specifically the problems of the Fort Wayne City Utilities sanitary sewer service.

The existence and creation of new entities to provide an urban service already being provided creates the problem of duplication of service. The City of Fort Wayne, until approximately 30 years ago, was the sole provider of sanitary sewers in the Fort Wayne area. Rapid suburban development created the demand for immediate sewer service in some outlying areas. Private utilities were formed to help meet this demand. Some of these private utilities became overextended and were faced with inadequate collection and treatment systems.

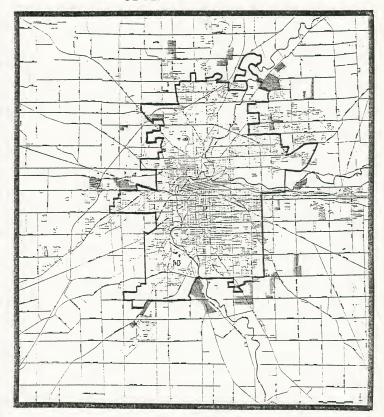
The widespread use of private septic systems in Allen County occurred to satisfy the rapid development of areas where public sewers are not available. However, the use of most private systems in new developments came to a halt in 1977 when private filter bed systems were outlawed by the State of Indiana. The absorption field method is still legal, but local soil conditions do not permit their use in most portions of Allen County (see Physical Limitations to Urban Development - Table 9). Figure 9 shows the areas, identified by the Board of Health, which need public sewers. The Board of Health defines a sewer need area as any existing subdivision, which uses filter bed systems that are more than fifteen years old. Also, such a subdivision must be within reasonable distance from City sanitary sewer lines.

Until the late 1950's, combined sanitary and storm sewer construction was permitted in Fort Wayne. Most of the area within a three-mile radius of the central city still has combined sewers. The combined system creates backup problems during times of heavy rainfall. Although all sanitary and storm sewers constructed since that time are separate, some of the newer sewers discharge into combined sewers, which in turn, overflow into streams and rivers. This situation only adds to the pollution problem caused by the extensive use of septic tanks.

The Fort Wayne Study of Community Facilities and Public Utilities prepared by the City Plan Commission in 1972 identifies, as one of its long-term goals, the separating of the present combined sewer system. However, this goal has since been abandoned because of the high costs involved. Therefore, the present policy is to replace only those combined sewers that are in need of repair. The

⁷Indiana State Board of Health, <u>Residential on-site Wastwater Disposal,</u> <u>Regulation HSE 25-R,</u> June 25, 1978, p. 4.

⁸The Three Rivers Coordinating Council, <u>Master Plan for Sanitary Sewers</u> (April, 1971), p. 11.



replacement sewers are usually the combined type since incremental separation is ineffective. Another physical problem for the sewer utility is the sub-continental Divide (a peak in the ground terrain) that exists between the City of Fort Wayne and Aboite Township. Most of Aboite Township is currently served by Diversified Utilities, but if the City were to purchase the Utilities it would be forced to pump sewage uphill and over the Divide. Such a task requires the extensive use of lift stations which often do not function properly and require additional maintenance.

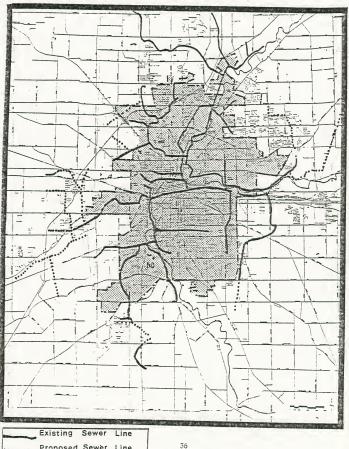
The existing and proposed main sewer lines are shown in Figure 10. Since the placement of public facilities has a great influence on where growth will occur, it is imperative that such facilities be placed only in areas that can adequately accommodate growth and where other vital public facilities are available. In the past, sewer lines were not always constructed with consideration given to other vital public facilities.

Implications

Because sewer placement has such a direct effect on growth, complete coordination and cooperation between the different entities providing this service is of utmost importance. If each entity were to act independently and construct lines to meet its own plans for the future, they would adversely affect the community. First, growth would occur in a scattered and uneven pattern, hampering the provision and delivery of other urban services. Second, unnecessary and inefficient overlapping of service would result, generating additional costs to be borne by the property owner.

Fig. 10

EXISTING AND PROPOSED MAIN SEWER TRUNK LINES



.... Proposed Sewer Line

Source: Ft. Wayne Dept. of Water Pollution Control

Water

The fresh water supply for residents of the Fort Wayne urbanized area comes from a number of different sources. Although Fort Wayne City Utilities provides the bulk of water service to residents, a number of private utilities also provide fresh water. Each of these water sources from the Fort Wayne urbanized area is described below.

"Fort Wayne Utilities"

The Fort Wayne Water Utility used wells until 1930 when the filtration plant was built. The plant's capacity was doubled in 1950 and again in 1978, increasing the capacity of the plant to 72 million gallons of water per day (MGD). Currently the utility serves more than 95% of the City and much of the contiguous suburban areas (see Figure 11).

"New Haven"

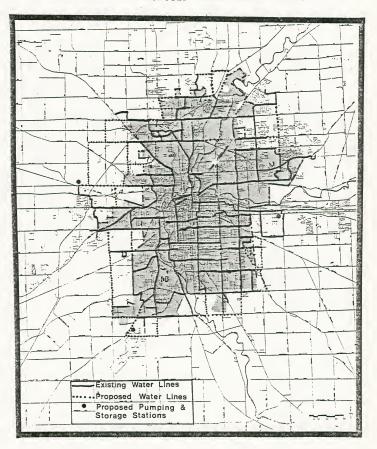
The City had its own system until 1962 when it began to purchase pre-treated water from the City of Fort Wayne.

"Baer Field"

The Baer Field System is owned and operated by the Board of Aviation of the City of Fort Wayne. It was originally constructed in the 1940's to serve the Baer Field Army Air Base. Today the system draws its water supply from several wells and serves primarily the industrial area located along the northern perimeter and eastern edge of the Baer Field Airport.

"Puritan, Clearwater, and Maplewood Park"

These private utilities were formed in the early 1950's to service suburban residential additions not contiguous to the existing Fort Wayne Water System.



Puritan and Clearwater Utilities use well water and are located in St. Joseph, Washington and Aboite Townships. The Maplewood Park Utility is located in St. Joseph Township in the vicinity of the intersection of Maplecrest and Stellhorn Roads. This utility is currently supplied with fresh water from the City of Fort Wayne Water Utility system.

"Individual Wells"

Currently, less than 5% of the area within the City limits is served with individual wells. These are sparsely developed areas where it was economically unfeasible or impractical to construct water lines. However, outside the City limits, the number of people using well water is greater, especially in sparsely populated areas.

1. Water Issues

Many of the issued involved in the provision of water service in the Fort Wayne area are similar to those discussed in the sewer section. The problem of service duplication is perhaps even more severe with regard to water because there are not franchised areas for water service as there are for sewers. It is thus possible for two separate utilities to be serving one street.

During the 1950's, uneven development patterns created the need for a number of separate providers of water service for the scattered urbanized areas. In the 1950's, when the private utilities were formed, they were able to meet the immediate needs of the new suburban developments. But, as the area continued to develop rapidly, the private utilities were not adequately expanded to keep pace with this growth. Because the private utilities have over-extended their capacity, both the quality of the water and the water pressure are often sub-standard and inadequate.

Because of projected industrial and commercial development, the Baer Field system may face similar problems. However, the Fort Wayne Utility plans service extensions near Baer Field (see Figure 11).

2. Implications

The 1975-1976 building moratorium imposed in suburban St. Joseph Township because of inadequate water supply is the best proof of the strong correlation between the availability of community facilities and the determination of where development will occur. The moratorium stresses the importance of these facilities and the role they can play in guiding growth. By planning the coordination of facilities, it is possible to direct growth to areas that are capable of accommodating it.

Inadequate water pressure from private utilities has negative implications for fire service in areas such as St. Joseph Township. Other instances of inadequate service from the private utilities such as the poor quality of the water have increased the need for the City of Fort Wayne to purchase these facilities and upgrade the quality of urban services.

In order to meet future demands, the Fort Wayne Water System plans to construct four 8 to 10 million gallon storage tanks (for locations see Figure 11) and repumping stations to expand capacities at periods of high demand. These plans should enhance the quality of service and increase the area that can be served.

C. TRANSPORTATION

Past dependence upon waterways as the primary mode of transportation encouraged Fort Wayne's development at the junction of the St. Mary's, St. Joseph and Maumee Rivers. As cars and trucks became major transportation modes, the road

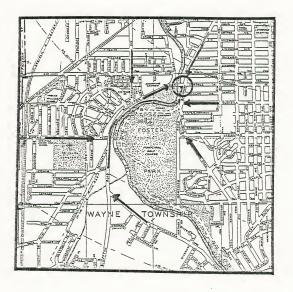
system replaced waterways as the predominant means of moving people and goods. Fort Wayne's convenient location to major midwestern centers such as Chicago, Detroit, and Indianapolis still makes it an important point for the transfer of goods. Thus, the city's road system carries a significant amount of non-local traffic. The same road system must also efficiently serve the needs of Fort Wayne and Allen County residents.

1. Issues

The task of the transportation system to service the needs of the community is complicated by the presence of three rivers, a limited number of bridges, and numerous railroad crossings. In addition, the transportation system is also complicated by the existing development patterns.

The presence of the Maumee, St. Mary's, and St. Joseph Rivers in Fort Wayne has made it difficult to travel in the City. Many times, motorists must alter their travel routes to cross one of the approximately twenty bridges in the City. Although the limited number of bridges is inconvenient to motorists, the situation has a more serious impact in that it creates a funnel effect on the traffic flow. As motorists converge upon a bridge from different directions, the area around the bridge becomes more and more congested. An example of converging traffic is best illustrated at the Bluffton Bridge (see Figure 12). There are several problems that result from the bottleneck tie-ups. Other than being an inconvenience to motorists, the traffic congestion creates delays for local business and industry. Transportation studies have also shown that automobiles in a congested area create more air pollution and utilize more energy than traffic which is moving efficiently.

TRAFFIC FLOW : Funnel Effect

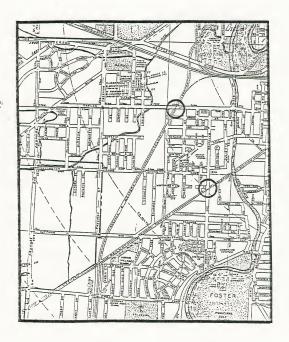


The presence of numerous railroad crossings in Fort Wayne has also complicated the circulation of traffic within the City. The problem is that there are several at-grade railroad crossings on busy city streets. These crossings snarl traffic several times a day and create many of the same problems discussed earlier. Figure 13 shows two locations where this problem is quite common. Together, the limited number of bridges and the numerous at-grade railroad crossings have produced some broader problems in the transportation system. The most notable problem is the lack of uninterrupted north-south thoroughfares in Fort Wayne, particularly in the outer fringes of the City. With the exceptions of Lafayette and Clinton Streets in the center of the City, there are no uninterrupted traffic corridors that extend from the north side of town to the south side. There are several reasons for the lack of uninterrupted north-south traffic corridors. First, most north-south streets do not have access across the Maumee and the St. Mary's Rivers. Second, many of the streets that do have access over a river are subject to at-grade railroad crossings. Thirdly, some north-south streets dead-end due to various barriers such as factories.

The situation created from the lack of sufficient north-south traffic corridors is similar to the one produced by the lack of available bridges. That is, the need to travel across town forces many motorists to divert from their travel routes and onto a north-south traffic corridor. These diversions have a negative impact upon City neighborhoods. As motorists funnel through older city neighborhoods to reach the centrally-located thoroughfares, they lessen the residential desirability of these areas.

The negative impact which traffic has on older city neighborhoods is heightened by present development patterns. The older neighborhoods are finding themselves sandwiched between the growing suburban area and the primary north-south traffic

RAILROAD AND STREET CROSSINGS



corridors. If suburban growth had developed in a balanced fashion, then the traffic problem would not be so severe. However, suburban development is not balanced. Instead, it is occurring primarily northeast and southwest of Fort Wayne. The result is that the older City neighborhoods between the developing areas and downtown are receiving a disporportionate amount of the City's through traffic.

Present development patterns have also caused other transportation problems. It was stated earlier in this section that the rural road system in the northeast suburban fringe of Fort Wayne has been overburdened because of intense urban development. Part of the overload problem is because the impact of new developments upon the overall road system is not always considered. Therefore, while road systems may be sufficient within a new development, access to and from the general area may be poor. Development patterns also hinder the development and effectiveness of mass transit. Low-density developments and scattered growth over-extend mass transit capabilities and lengthen travel time, and as a result, many times these areas cannot be served. Longer travel time acts as a disincentive to potential suburban riders, and often proves to be uneconomical to the mass transit operation.

Other transportation related problems include strip development, inadequate parking, and deficient east-west roadways. Strip commercial development along major thoroughfares has created numerous curb/cuts which impede traffic flow. The traffic generated from the strip commercial developments frequently require the installation of traffic signals which also slows traffic flow. Another transportation problem involves circulation and parking within older City neighborhoods. Often, the streets in these older neighborhoods were not designed to adequately accommodate present day vehicular traffic. This situation is com-

plicated by the lack of off-street parking. Because many of the older neighbor-hoods were built before the automobile became a dominant transportation figure, individual homes were not designed with adequate off-street parking facilities. Therefore, many residents today must park their vehicles along both sides of the street. Parking along both sides of the street limits traffic to one lane, and occasionally prevents access by emergency vehicles Finally, there is a need for an improved east-west road system. Several roadways extend east and west across

the community, but unfortunately, many of these roadways have problems which impede traffic flow. Some of these problems are common to the total road network and were discussed earlier in this section; however, narrow overpasses, poor road surfaces, and narrow right-of-ways are particular problems on eastwest roadways. The vital role that some of these streets play in developing a total intraurban transportation system necessitates that they be upgraded and maintained.

Finally, the need for more and better bike paths in the City has been cited by many citizens. When weather permits, the bicycle provides an alternate mode of transportation in the urban area. However, because of the congested streets, many residents hesitate to use the bicycle during rush hour traffic periods. In the final analysis, use of bikes cannot be looked on as a consistent element of the transportation system, but it is one element of the transportation system that could be improved upon.

Implications

Allen County's population is projected to increase by 82,000 by the year 2000.Barring severe energy shortages, it is possible to assume that demands on the

⁹ Indiana State Board of Health, Population Projections, p. 4, Table 10.

transportation system will continue to increase. Without major road improvements such as additional north-south corridors and a circumferential road network, the efficiency of the existing transportation system will be strained. The continuation of an unbalanced development pattern in the suburban areas may cause serious road capacity deficiencies. These deficiencies will be the most serious in the northeast suburban areas. Attempts to improve road capacities northeast of Fort Wayne may not be sufficient to accommodate projected traffic volumes. Therefore, failure to adjust growth to other areas of the community will make for even longer traffic delays and more congestion in this area.

With future energy shortages possible, dependence on the private automobile needs to be reduced. Therefore, programs to increase the use of mass transit, car pooling, and other energy efficient alternatives must be studied and promoted.

The revitalization of downtown Fort Wayne with the advent of such items as a convention center and a hotel complex will quite naturally increase City traffic. If not handled properly, the increased traffic to and from the downtown area could have the same negative impact on older City neighborhoods as the traffic from the growing suburban areas mentioned earlier. Therefore, to avoid this problem, traffic corridors leading to downtown Fort Wayne will have to be improved to protect surrounding neighborhoods from air, noise, and visual pollution. Emphasis will also have to be directed toward more efficient mass transportation for "people generating" functions. For example, more efficient mass transportation may be needed to run between Baer Field and the Convention Center.

Finally, convenient mass transit linkages between major downtown activity centers need to be developed. This will provide optimum interaction in the downtown and at the same time lessen traffic congestion.

D. PHYSICAL LIMITATIONS

Nature imposes many limitations on a community's growth and development. Flood hazard areas, poor soils, and prime agricultural land are some examples of physical limitations in the Fort Wayne community. The presence of these natural limitations demonstrates the need for development proposals to be sensitive to the surrounding physical features. Such sensitivity may result in limited, or restricted development of particular areas in the community.

Soil Conditions

Heavy clay-like soils are predominant in the Fort Wayne community, and as Table 9 reveals, these kind of soils are generally not suited for urban uses. Clay soils have a very tight, non-porous texture. When these soils become saturated, the ability of water and air to pass through, or be absorbed by these soils is limited. Figure 14 illustrates the location of the soil types as described in Table 9.

Issues

Improper development in areas with poor soil conditions can have drastic effects on drainage, runoff and streamflow. For instance, improper development may create runoff which will flood streets and basements. Periods of heavy precipitation will also make private septic tank systems in poor soil areas inoperable. How well and how long a private disposal system works depends on how well the soils in the area drain. As previously stated, area soils have a slow absorption rate. During periods of spring thaw and heavy rain, the water table rises

and saturates the soils which in turn prohibits septic tank waste to be absorbed or filtered through the soils. Because of the difficulty of soils to absorb or filter waste, private disposal systems will frequently discharge raw sewage into nearby drainage ditches.

Some soil types in the community exhibit characteristics that entirely prohibit development. Areas where these soil types exist are northwest and southwest of Fort Wayne (see Soil #7 on Table 9 and Figure 14). The soils in some areas northwest and southwest of the City contain muck which can sink or shift under the weight of buildings. From a technical viewpoint, it is possible to fund engineering solutions to many of the problems created from poor soils, but the costs to correct such problems are usually prohibitive.

2. Implications

The incompatibility of area soils with urban development is a prime example of why new developments must be sensitive to surrounding physical features. Some will not economically and efficiently support development. The inability of private disposal systems to function properly in tight, non-porous soils indicates the need for urban development to use public sewer systems.

Prime Agricultural Land

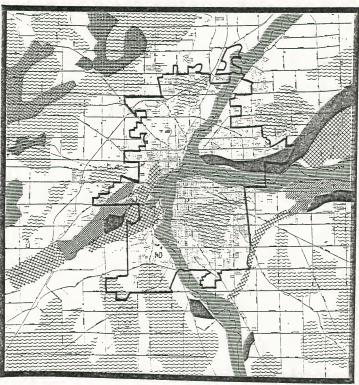
Several areas in the Fort Wayne-Allen County community are well suited for agricultural purposes. Of the total 426,000 acres of agricultural land in Allen County, 130,000 acres are considered prime agricultural land. ¹⁰ Prime agricultural lands are distinguished by the fact that relative to other crop producing areas, they yield the highest return for the least amount of input. Prime

¹⁰Allen County Plan Commission, <u>The Future of Agricultural Land in Allen County: Here Today, Gone Tomorrow?</u> p. 4.

GENERAL SOIL CHARACTERISTICS

	SOIL NAME	GENERAL CHARACTERISTICS	BEST USES	DEVELOPMENT CONCERNS
	Morley-Blount (Upland soils)	a great deal of slope	Livestock pasture, Scenety and natural countryside; crop production	The rate of water drainage from high places causes the build of the places and waterways - causing ed tich earlier of the places and waterways - causing water blockage, back up and pollution. It is the land man the taken to remedy this situation. Illiph clay cause the first place water the place water the place water the place water the contraction (shrinkage) and the contraction (shrinkage) and the contraction (shrinkage) and she were may cause building foundations to craw the place water wat
2.	Lenawee- Montgomery	Adjacent to the flood- plain area the lowest point; water present just below ground sur- face; high clay con- tent.	Recreational	Possible property damage due to flooding. The presence of water just below ground surface (high water table) will hinder the absorption of septic tank waste and create surface water ponding.
3.	Blount- Pewano	High clay content; relatively flat; Naturally fertile; Inperiods of heavy melt soils become saturated and water stands on the sur- face (seasonally high water table)	Good for farming	The seasonally high water table causes the soil to become saturated and hinders the absorption of septic tank waster. High clay content of the soil makes surface water drain poorly thus creating water ponding and flooding
4.	Eel-Martins- ville-Genesee (Floodplain soils)	Fairly flat; water just below the ground surface; depres- sional	Recreational	High water table poses problems with standing water. Extra precautions must be taken to protect development on these soils from flood water damage.
š.	Rensselaer- Whitaker	Course testure; high clay content; water just below the ground surface; nearly level	Agricultural	Water just below the ground surface means that surface water and septic tank wastewon't be absorbed and will be left standing or create other problems.
ō.	Martinsville- Belmore-Fox (Terrace soils)	Underlain by sand or gravel, no heavy clay content; porous. This soil type is sparse in the county.	Urban Development	
7.	Carlisle- Willette	Mucky; flat; depressional; would sink under the weight of building	Agricultural use; man made lakes	The fact that the soil sinks under the weight of buildings would re- quire additional safe guards.

SOIL CHARACTERISTICS



Morley-Blount

Lenawee-Montgomery-Rensselaer

Blount-Pewano

Eel-Martinsville-Genesee

Rensselaer - Whitaker

Martinsville - Belmore - Fox

Carlisle-Willette

51

Source: City Plan Commission

agricultural land is also composed of large contiguous blocks of land and is free from large scale urban developments. 11 Based on the above definition, Allen County has several distinct prime agricultural areas (see Figure 15).

1. Issues

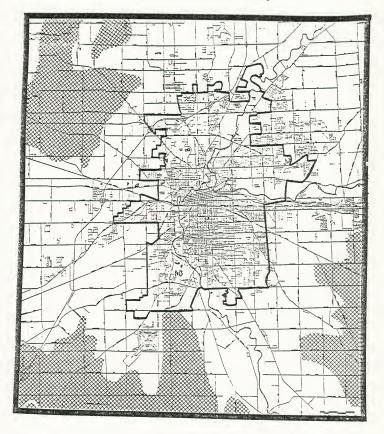
Allen County has been losing approximately 1600 acres of agricultural land per year to urban development. ¹² Most of this loss is due to scattered residential developments. Although agriculture is not a dominant factor in Fort Wayne's economy, it is very important to the economy of Fort Wayne and Allen County as a whole. Therefore, the entire community should be concerned with the loss of such a valuable natural and economic resource.

Another reason that prime agricultural land needs to be protected from encroaching urban development is because of the conflicts that arise between the two land uses. Many farm activities are offensive to suburban residents. Likewise, many of the practices associated with suburban development will restrain farm activities. An example of one conflict is the drainage of surface water. When urban and rural uses are mixed together there can be significant problems because the two uses have different drainage requirements. Typically, urban uses need about four times the drainage capacity as farmsteads. 13 Thus, urban development of a rural area can overburden the nearby drainage systems which are designed for agricultural uses.

¹¹ Ibid.

¹²Ibid., p. 1.

 $^{^{13}}$ William Sweet, private interview held in the Allen County Surveyor's office, Fort Wayne, Indiana, March 9, 1979.



Suburban development also poses economic problems to farmers through increased taxes. As an area urbanizes, tax increases are necessary to provide adequate schools, and police and fire protection. As since the provision for community services relies heavily upon property taxes, farmers with their vast land holdings are subject to increased taxes for services they do not require, or necessarily want.

Implications

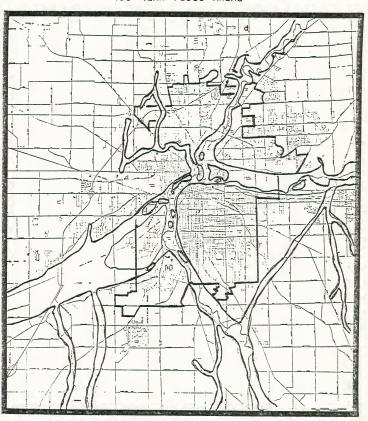
The suitability of large areas of Allen County for crop production makes the preservation of prime agricultural land an important natural economic issue. If urban development continues to devour 1600 acres of agricultural land per year, then Allen County's agricultural economy will be seriously affected. On the other hand, policies designed to protect agricultural land could limit future urban development in certain areas of the community. Future capital expenditures for public facilities such as water and sewer lines, schools, and fire stations would also be affected since they can lead to urban development in prime agricultural lands.

Floodplain

A floodplain is land adjacent to a waterway that is susceptible to large overflows of water during periods of continued precipitation or spring thaws (See Figure 16). For regulatory purposes in Indiana, the floodplain is defined as that area which receives the heaviest flooding. The heaviest flooding is the amount of water expected to occur once every one hundred years. Floodplain development is of great concern to the City of Fort Wayne since the confluence of the St. Joseph, St. Mary's, and Maumee Rivers is near the center of the City.

 $^{^{14}}$ County Plan Commission, Comprehensive Plan of Allen County, p. 46.

100 YEAR FLOOD AREAS



Issues

Because of the lack of floodplain regulations during the city's initial development, little attention was given to the consequences of development close to the rivers. As a result, approximately 8 square miles of city are located in a flood hazard area. Thus, property damage due to flooding is an important concern. Since it is economically unfeasible to abandon all existing development in the floodplain, methods to protect such development must be initiated.

Another area of concern is the effect of the revitalization efforts of downtown Fort Wayne upon the floodplain districts. As mentioned earlier, 8 square miles of the City are located in flood hazard areas. As a result, many of Fort Wayne's revitalization projects are found within a floodplain. This situation creates a dilemma for environmental and revitalization proponents alike. On one hand, the revitalization of Fort Wayne is vital to the community. But, on the other hand, construction of new buildings and the rehabilitation of existing ones in floodplain areas will insure the displacement of floodwaters to other sectors of the community which were not previously exposed to such hazards.

2. Implications

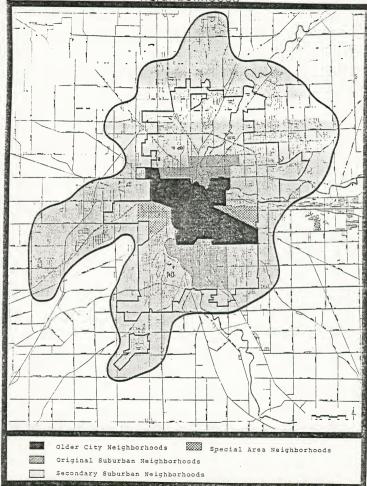
Unless protective measures are taken, existing development in the floodplain will continue to be vulnerable to flooding and damage. Public and private dollars will then have to be spent to repair damage. Future development of flood prone areas also need to be closely monitored since it would lead to the flooding of areas that are not presently in danger.

¹⁵Department of Community Development and Planning, <u>Floodplain Implications for Urban Development: City of Fort Wayne</u> (October, 1975), p. 6.

E. NEIGHBORHOODS AND HOUSING

As described in the "New Development" section of the Plan, a considerable amount of urban development has taken place in the Fort Wayne-Allen County community. However, most of the new development occurred in the suburban areas around Fort Wayne while older city neighborhoods experienced a drop in population. The intense development of the suburban area has resulted in less public and private investments for some city neighborhoods. In turn, diminishing investments have contributed to physical deterioration and the exodus of commercial and service establishments in these neighborhoods.

To properly analyze neighborhood problems, it is convenient to divide the City into four general areas (see Figure 17). The first area is referred to as Older City Neighborhoods. The Older City Neighborhoods include downtown Fort Wayne and most of the City's older housing built before 1940. Another division of the City is called the Original Suburban Neighborhoods. Development in these neighborhoods occurred around the time of World War II. Because the use of private transportation was more prevalent during the development of the original suburban neighborhoods, the land use pattern in these areas was more segregated than in the Older City Neighborhoods. Citizens no longer had to live near their place of employment or near retail centers. A third area of the City is referred to as Secondary Suburban Neighborhoods. The automobile is the dominant mode of transportation in this area, and frequently the only form of transportation. The almost total dependency on private transportation allowed different land uses to develop completely separate from one another. Also, the Secondary Suburban Neighborhoods are not oriented toward Downtown for commercial activities. The fourth and final section is Special Area Neighborhoods. These neighborhoods do not conform with any of the ones previously mentioned. They are small areas which contain a variety of land uses and structures which were built at various time intervals.



1. Issues

As mentioned earlier, some City neighborhoods are experiencing decline and disinvestment. Since housing is the principal component of neighborhoods, it is logical that it bear a substantial portion of the neighborhoods' problems. Housing conditions, housing demand, home financing, and the characteristics of homeownership all testify to the burden placed on housing in City neighborhoods.

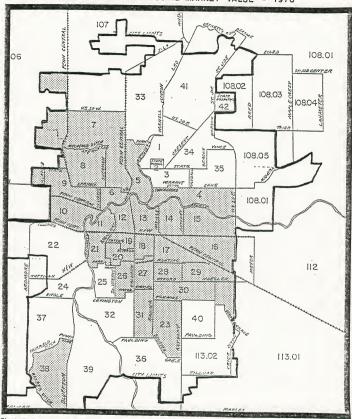
A housing survey in 1976 determined that the majority of housing in the community was in sound condition. The report defined sound housing as structures without major defects such as crumbling foundations or sagging roofs. The degree of sound housing stock, however, varied throughout the study area. For instance, only 51% of the housing stock in the Older City Neighborhoods were designated as sound. This compares to 82% in the Original Suburban Neighborhoods and 88% in the Secondary Suburban Neighborhoods. 16

Housing demand in the Older City Neighborhoods is not as great as it is elsewhere in the community. In 1977, for instance, the Older City Neighborhoods contained only 36% of Fort Wayne's housing stock, yet it had nearly 70% of the City's total number of vacant structures. 17

Another indication of housing demand is the value of housing. In 1970, the average value of older City homes was below the average for the City. In contrast, only a few areas within the Original Suburban Neighborhoods had housing values below the City average. (See Figure 18)

¹⁶ Department of Community Development and Planning, Floodplain Implications for Urban Development: City Fort Wayne (October, 1975), p. 6.

¹⁷ Ibid.



Shaded areas have median housing values below the city-wide average

One theory about neighborhoods is that areas with higher percentages of owner-occupied units are more likely to be better cared for than areas with large percentages of nonowner-occupied units. Therefore, owner-occupied units can be conducive to the general maintenance and preservation of neighborhoods. Unfortunately, Older City Neighborhoods do not fare well on the issue of owner-occupied units. Only 61% of the residents in the Older City Neighborhoods were owner-occupied in 1974. This rate compares to 78% in the Original Suburban Neighborhoods, and 70% in the secondary Suburban Neighborhoods. The Special Area Neighborhoods had nearly a 70% owner-occupied rate. Another fact about the Older City Neighborhoods is that they contain a small proportion of conventional apartment units. When combined, the small number of conventional apartments and the low owner-occupancy rate suggests that many of the rental units in the Older City Neighborhoods are conversions of former single family structures.

Difficulty in obtaining home financing can contribute to a weak housing demand and lowered housing values. Mortgage disclosure reports filed by local lenders showed that the bulk of money for mortgage loans went to the suburban neighborhoods. ¹⁹ One explanation why loans went primarily to the suburban areas and not to the Older City Neighborhoods is that there is less demand for housing, and therefore mortgage loans, in the older neighborhoods. The lower housing demand in Older Neighborhoods has already been substantiated through vacancy rates and home value comparisons. It has also been charged by some that mortgage lenders have discriminated against certain areas of the older City, and that racial steering by realtors has occurred.

¹⁸ Ibid.

¹⁹Jim Risen, "Records Show Inner City Lacks Financial Backing, "Journal Gazette, April 20, 1979.

At this time, Fort Wayne's Older Neighborhoods have not experienced the displacement of low- and moderate-income households, but it could be a potential problem. Displacement, or "gentrification," results when upper-income households move into older areas where housing costs are much less. Often "gentrified" neighborhoods are those which are architecturally and historically significant to the rest of the community which makes them even more attractive areas for investment. Although displacement means reinvestment in a neighborhood, it creates problems for the displaced households, which often do not have adequate financial resources to find other decent housing.

There are other components beside housing that affect the quality of a neighborhood. Although most of these components have already been discussed at one time or another throughout the Plan, it is beneficial to review them again to see how they jointly contribute to neighborhood deterioration.

Frequently, the condition of public facilities such as curbs, sidewalks, and streets will deteriorate because of the lack of continued public investments. The deterioration of these facilities in turn encourages less private investment in a neighborhood. Also, many City neighborhoods have combined sanitary and storm sewer lines which create a couple of problems. During periods of heavy precipitation, raw sewage will occassionally back up into homes because of the pressure created from the runoff. Logically, if the combined sewers back up when precipitation is extremely heavy then the sewers are also inadequate for storm drainage during these same periods of time. This problem results in flooded basements and streets.

The inability to properly maintain or upgrade some of the public facilities is the result of several factors. First, a substantial portion of City residents cannot afford to contribute their required share of maintenance costs for such items as new streets or sidewalks. Public resources are also limited since governmental agencies have to balance their funds between the needs of developing areas and those of the Central City. Finally, absentee landlords are sometimes reluctant to participate in improvement projects.

In addition to the deteriorating facilities, the older city neighborhoods and the original suburban neighborhoods are experiencing increased traffic congestion. It was mentioned earlier in the "Transportation" section of the Plan that inner-city neighborhoods are situated between the growing suburban area and primary traffic corridors. The disproportionate amount of traffic going through these neighborhoods is another factor which subtracts from their livability.

Some parts of the City, especially the older city neighborhoods, have experienced a decline in the number of commercial establishments. Building vacancies and deterioration have resulted. The exodus of commercial establishments has also had another effect other than direct structural deterioration. The effect is the erosion of adjacent neighborhoods and the lack of confidence to invest in those neighborhoods. The following section "Economic Issues" will discuss in more detail the problems associated with commercial activities in the older portions of the City.

In the final analysis, there are many problems facing City neighborhoods, but these problems are not too severe to remedy. The Department of Community Development and Planning, for instance, is investing a considerable amount of time and money into our City neighborhoods. It should also be remembered that

²⁰Kathy Moses, Economic Development Planner, private interview held in the Department of Community Development and Planning, Fort Wayne, Indiana, April 30, 1980.

the bulk of the neighborhood problems are confined to the older areas of the City; thereby, allowing public and private agencies to apply their revitalization programs in a concentrated manner.

2. Implications

Older portions of the City of Fort Wayne offer some advantages not found in the newer developments of the community. Many older neighborhoods are closer to shopping and work centers and are provided with many urban oriented services not found in other parts of the Community. However, several factors are threatening to destroy the amenities of these neighborhoods. Population out-migration, economic segregation and disinvestment have led to decline in some sections of older Fort Wayne neighborhoods. Unabated, this trend could lead to further decline in these areas and into other neighborhoods. Further deterioration of neighborhoods will have a profound effect upon the entire City of Fort Wayne. First, the City's tax base would be weakened by additional decline. This would make it more difficult for the City to provide urban services. Also, investment confidence by the private sector could be eroded. If the financial situation of the public and private sectors becomes unstable then investments from out of town firms into the community could be discouraged. However, reinvestment in neighborhoods should not occur at the expense of lower-income households through extensive displacement.

III. ECONOMIC ISSUES

Historically, the Fort Wayne economy has been strong. Several factors have contributed to this strong economy such as a well trained work force, the City's strategic geographical location, an excellent public utility and school system. However, there are some emerging problems in the community that could lead to more serious economic problems in the future. For instance, Fort Wayne's high

employment and per capita income is diminishing. Also, the local economy is susceptible to national economic cycles, and the opportunities for industrial expansion are limited by various physical constraints. Finally, the community is becoming economically segregated, with problems such as unemployment and disinvestment becoming concentrated in the central parts of the City.

1. Issues

The Fort Wayne economy grew through the 1970's. During most of this time, the local unemployment rate was lower than the national and state rates. Furthermore, total personal income increased. The average per capita income in Allen County in 1975 was higher than the national average. Fort Wayne and Allen County also had lower percentages of low and moderate income families than did the United States as a whole.

Although Fort Wayne's economy grew in the 1970's, the rate of growth compared to the national rate began to slow down after 1974. 21 In fact, in the manufacturing sector of the local economy there was an actual decline in the number of persons employed. This decline was nearly twice as great as the national decline. 22

Another sign of slowing economic growth was a net out-migration from Allen County and three adjacent Counties between 1970 and 1975.²³ Net out-migration

²¹Allen County Economic Development Task Force, <u>Overall Economic Development Program</u> - abbr., O.E.D.P., (November, 1977) p. 93.

²²Community Development and Planning analysis of data from U.S. Department of Labor, <u>Employment and Earnings</u>, and from the Indiana <u>Employment Security</u> Division, <u>Indiana Market Trends</u>, 1977.

Allen County Task Force, O.E.D.P., pp. 103-104.

can mean several things. One possibility is that job opportunities are generally better elsewhere. Another is that the local economy is not growing rapidly enough to meet the demands of an expanding work force. In either case, more people are leaving than entering the community to find employment.

Another possible indication of slowing economic growth is the waning ability of the local economy to maintain above average incomes. For instance, from 1970 to 1973, per capita incomes increased in Allen County and in the nation. Even brighter news for Allen County residents was the fact that their increased incomes were above the national average. In 1974 and 1975, however, the economic situation reversed itself. Per capita incomes in Allen County and in the nation declined, and the decline was substantially sharper in Allen County. (See Table 10)

TABLE 10

REAL PER CAPITAL INCOME BY PLACE
OF RESIDENCE (1970 - 1977)

	1970	1971	1972	1973	1974	1975	1976	1977
U.S.: \$	3,966	4,195	4,537	5,049	5,486	5,903	6,396	7,026
% of Change		5.8	8.2	11.3	8.7	7.6	8.4	9.8
Indiana: \$	3,772	4,061	4,371	4,960	5,297	5,656	6,256	6,922
% of Change		7.7	7.6	13.5	6.8	6.8	10.6	10.6
Allen County: \$	4,131	4,402	4,788	5,284	5,804	6,015	6,686	7,526
% of Change		6.6	8.8	10.4	9.8	3.6	11.2	12.6

Source: $\frac{\text{Local Area Personal Income 1969-1975,}}{\text{Bureau of Economic Analysis.}}$ U.S. Department of Commerce,

Survey of Current Business, Vol. 59, No. 4, April, 1979, U.S. Department of Commerce, Bureau of Economic Analysis.

The decline in per capita income in 1974 and 1975 could be tied to the vulnerability of the local economy to national economic cycles. Roughly, 28% of Fort Wayne's jobs are in durable goods industries. 24 During periods of recession, consumers tend to postpone purchases of durable goods, such as trucks. Therefore, manufactures of durable goods can suffer greatly during such times.

There are other problems with the industrial sector that deserve attention. First, there is great concern about some Fort Wayne based firms phasing their operations out of the community. Past experiences and national trends have given good reason for this concern. There has been a trend, for instance, for industries to move from mid-western states to sun-belt states. There are several reasons for this trend. Some firms leave the mid-west for the south because of lower wage scales due in part to the absence of unions.

Others leave because of the warmer climate which places less of a demand on their energy needs. Whatever the reason, Fort Wayne has experiences from time to time the pull out of a major firm to another city.

A second problem with the industrial sector is that local productivity per dollar wages is lower than the national average. 25 Lower productivity per dollar wages creates a competitive disadvantage for local industrial firms. Also, the situation acts as a disincentive for attracting new industry into the community dispite the high quality of local skills.

²⁴Ibid., p. 44.

²⁵ Department of Community Development and Planning, The Fort Wayne Economy: An Overview (September, 1977), p. 17.

A third problems with the industrial sector is that as an older industrial center, Fort Wayne has many industrial facilities that are constrained from expansion because of surrounding land uses. Also, the designs of some older facilities are often no longer desirable for modern manufacturing operations.

A related consideration is the shortage of suitable undeveloped industrial sites in Allen County. In particular, there are not enough large sites that have both proper access to Interstate 69 and adequate utilities to satisfy industrial needs. 26

9

Another emerging problem with the local economy is the economic disparity between Fort Wayne and the balance of Allen County. The disparity is evident in income and employment characteristics, in retail activity, and in investment for commercial and housing facilities.

When Fort Wayne is compared to the balance of Allen County, the City has a higher percentage of families earning less than \$10,000 a year. Fort Wayne also has a lower proportion of its families earning over \$15,000 annually (see Table 11).

²⁶Allen County Task Force, O.E.D.P., pp. 82-99.

TABLE 11

Percentage of Families by Effective
Buying Income* Groups
1974-1979

Allen	County

	1975	1976	1977	1978	1979
\$7,999 and under	21.8	20.4	17.8	16.1	14.1
\$8,000 - 9,999	6.9	6.5	5.5	4.8	4.0
\$10,000 - 14,999	21.7	19.7	16.0	13.8	11.7
\$15,000 - 24,999	36.5	37.8	38.2	36.1	31.6
\$25,000 +	13.1	15.6	22.5	29.2	38.6
	40	Fort Wayn	e		
\$7,999 and under	26.8	25.2	21.8	19.9	17.6
\$8,000 - 9,999	8.3	7.8	6.8	5.9	5.0
\$10,000 - 14,999	22.7	21.1	18.0	16.0	14.1
\$15,000 - 24,999	32.3	34.0	35.7	34.8	31.9
\$25,000 +	9.9	11.9	17.7	23.4	31.4

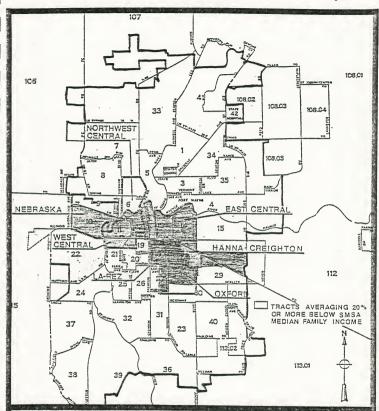
Source: Sales and Marketing Management

*Effective Buying Income is that income available to a household after standard payroll deductions on earned income.

Analysis of migration within the community reveals that the tendency is for highly educated, highly paid white collar workers to live in suburban areas. 27 Alternatively, as Figure 19 shows, lower income families are clustered in the central part of the City. These same areas also have the highest unemployment rates. (See Figure 20)

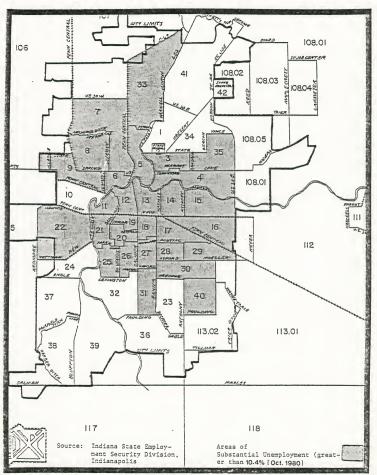
As already detailed in this Plan, City residents have been moving out of the central city. As residents leave the central part of the city so does the retail activity. The declining amount of retail activity in Downtown Fort

²⁷Community Development and Planning, <u>The Fort Wayne Economy</u>, pp. 27-30.



CONCENTRATION OF LOWER-INCOME FAMILIES
SOURCE: 1970 CENSUS & 1975 HOUSING VALUE STUDY

CITY OF FORT WAYNE
DEPT. OF COMMUNITY DEVELOPMENT AND PLANNING



Wayne has been dramatic. Downtown's share of Allen County's retail sales, for example, dropped from 33.5% in 1958 to 6.1% in 1977 (see Table 12).

TABLE 12

CENTRAL BUSINESS DISTRICT RETAIL TRENDS

Year	Number of Establishments	Number of Employees	Percent of County-Wide Sales
1958	382	N/A	33.5%
1963	316	4,087	27.9%
1967	254	3,678	21.7%
1972	221	2,876	13.1%
1977	167	1,945	6.1%

Source: 1963, 1967, 1973, and 1977 Census of Major Retail Center, Indiana, published by the Bureau of Census, U.S. Department of Commerce.

The pattern of declining retail activity is also prevalent in neighborhoods adjacent to the Downtown, a fact reflected in the disproportionately high frequency of commercial vacancies. 28

Another aspect of disinvestment in the central city is illustrated in Figures 21 and 22 and Table 13. The two figures show that commercial and industrial construction from 1960 to 1975 was concentrated outside the central city. Consequently, increased assessed valuation due to new construction has been much slower in the older areas of the city than in the rest of the urban area. The assessed valuation of Wayne Township, which contains most of the older developments in Fort Wayne, increased by only seven percent between 1969 and 1977. During the same time, total City assessed valuation increased by twenty-three percent. The assessed valuation for the balance of the suburban area around Fort Wayne increased by forty-seven percent.

TABLE 13
Changes in Assessed Valuation 1969-1977

Townships	1969 Assessed	1977 Assessed	Amount	%
	Valuation	Valuation	Increase	Incr.
Adams	\$ 24,659,940	\$ 35,775,200	\$11,115,060	+45.0
St. Joseph	22,889,630	44,868,003	21,978,373	+96.0
Washington	60,290,760	95,452,400	36,161,640	+60.0
Wayne	282,662,460	302,770,472	20,108,012	+ 7.1

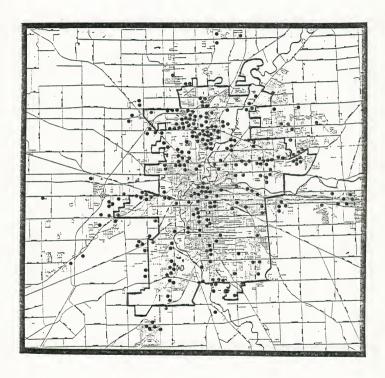
Another problem is that the City's 23% increase in assessed valuations did not match the cost of living rise of 54%. Such a discrepancy impairs City go-

²⁸Department of Community Development and Planning, Background Information Report - Fort Wayne's Comprehensive Plan, (1979), p. 70.

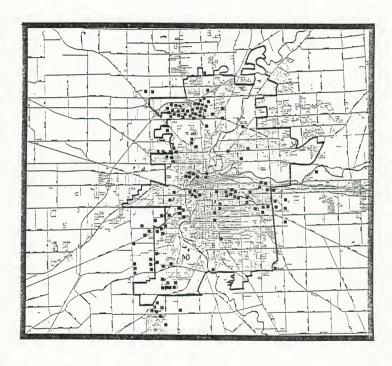
²⁹ Ibid., pp. 93-95.

COMMERCIAL BUILDING CONSTRUCTION \$ 50,000 OR MORE

1960-1980



INDUSTRIAL BUILDING CONSTRUCTION \$50.000 OR MORE 1960-1980



vernment's ability to provide continued service at the same levels it had in the past.

2. Implications

Historically, the Fort Wayne economy has been strong, and has much to offer industrial and commercial investors alike. The community has numerous economic incentives, a well-trained and diverse work force, and it is conveniently located between some of the major metropolitan centers of the mid-west. However, the danger facing Fort Wayne's economic future is that current trends of slowed growth and instability will not diminish by themselves. The lack of industrial diversification and adequate industrial retention and attraction can only contribute to the problem. Already, certain geographic areas in Fort Wayne suffer from a shortage of economic resources. Concentrated areas of low income families, unemployment, disinvestment and tax base erosion weaken the structure of the community. Left unaddressed, such a composite of conditions and processes might preclude the realization of sound social and physical development of Fort Wayne.

SECTION III

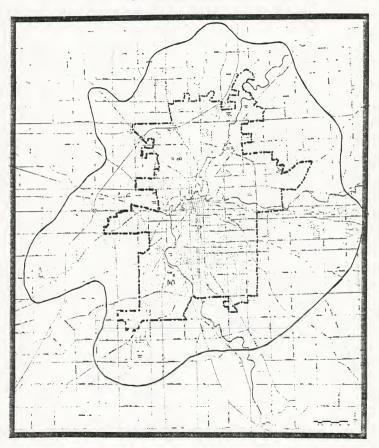
POLICIES AND STRATEGIES

I. INTRODUCTION

The previous section provided an overall view of the complex problems confronting the Fort Wayne urban community. The purpose of this section is to present the solutions to those problems. The solutions are presented as policies followed by action oriented strategies.

The Policy-Strategy Section concerns itself with an area called the Urban Service Area (see Figure 23). The Urban Service Area is a 145 square mile section of Allen County with Fort Wayne in its center. The Urban Service Area includes the City and the developed area around it, as well as contiguous vacant land. The area outside the Urban Service Line contains mostly agricultural and other related rural land uses. The application of the planning strategies to this area is necessary for two reasons. The previous section, Background Information, demonstrated that many of the problems in the City of Fort Wayne are caused by interrelated actions between the City and the surrounding urban area must be treated as one community. Second, the City of Fort Wayne is the center for business, industry, entertainment and governmental activity in the community. Many of the services provided by the City are used by city and suburban residents alike.

The Policy-Strategy Section is divided in two major parts. The first part proposes a series of policies and strategies to address the physical development problems of the community. The second part presents numerous proposals to improve upon the economic character of the community.



--- City Limits

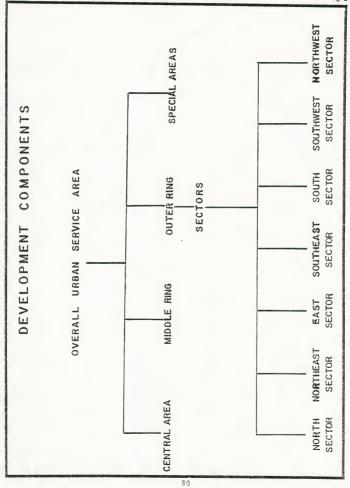
Source: City Plan Commission

II. PHYSICAL DEVELOPMENT POLICIES AND STRATEGIES

Although the Fort Wayne/Allen County community has experienced considerable growth since 1950, there have been some disturbing trends in physical development patterns. Significant population movement from the City to the surrounding suburban area has contributed to the disinvestment in the older city and to neighborhood decline. The rapid and unbalanced development of the suburban area has created difficulties in the provision of community facilities, duplication of services, traffic congestion, and other problems.

The physical policies and strategies in this section are designed to accommodate future growth efficiently and to support existing development. The complexities of the community require several different types of strategies. Some of the physical policies and strategies must be applied to the community in general, while others must be applied to specific issues or areas of the community. To provide a convenient and understandable application of the physical policies and strategies, the Urban Service Area was geographically divided into development components. The components and their relationship to one another are illustrated in Figure 24.

The application of the physical policies and strategies to the development components is done in a hierarchical fashion. First, a set of policies and strategies are applied to the overall Urban Service Area. These policies and strategies are also applicable to all of the development components within the overall Urban Service Area. Second, separate and more specialized sets of policies and strategies are then applied to each of the components. The smaller



size and more common characteristics of the components allow their policies and strategies to be more definitive than those of the overall Urban Service Area.

The policies and strategies are presented in the following manner. First, a general goal is stated for each of the development components shown in Figure 24. Excepting the overall Urban Service Area, all of the development components are followed with a proposed land use pattern. Next, the policies and strategies are proposed. The policies are underlined, followed by a brief explanation for their inclusion in the Plan. Strategies are then presented to propose one or more ways in which to implement the Policies.

A. THE OVERALL URBAN SERVICE AREA

As previously mentioned, the Urban Service Area is a 145 square mile section of Allen County with Fort Wayne located in the center. The Urban Service Area includes the City and the developed areas around it, as well as vacant land (see Figure 23). The Urban Service Area divides Allen County in two parts based upon general land uses. The area within the Urban Service Line primarily contains urban land uses. The area outside of the Urban Service Line contains mostly agricultural and other related rural land uses. The Urban Service Line was derived from several factors, the most important being the boundaries of the Fort Wayne sewer service area. Other important considerations were the four school districts in Allen County, the extent of existing urban development, and the natural features of the land.

THE GOAL:

The goal for the overall Urban Service Area is to achieve balanced and timely growth that is supportive of existing development and of the local economy.

Policies and Strategies:

Improve the Community's Awareness of Existing Issues and Problems.

Increasing the community's knowledge of existing issues and problems will make citizens more aware of their own abilities to solve neighborhood and community problems. This could reduce their dependence upon government and should make them more effective at improving the community.

The policy of increasing community awareness can be achieved through a strategy of conducting public education programs and by forming and strengthening neighborhood associations. Also, citizens groups that emphasize self-help programs should be formed throughout the residential and business communities of the Fort Wayne area.

2. Carry Out an Ongoing Sub-area Planning Process

A sub-area planning process will provide detailed analysis of neighborhoods or sub-areas within most of the Urban Service Area. Particular problems can be identified, classified, and solutions proposed.

The first step in having an ongoing sub-area planning process is to conduct a general sub-area analysis. This should identify the portions of the community to receive detailed planning first. Next, sub-area plans should be prepared. These identify the problems of the sub-area and propose solutions that conform to the Comprehensive Plan. Implementation of these plans is the next step. Finally, periodic sub-area plan updating is recommended to monitor implementation progress and to adjust the plans for changing conditions.

3. Evaluate Other Community Plans in the Comprehensive Planning Process.

If the goals of the Comprehensive Plan are to be realistic, they must be consistent with the needs of the community. Therefore, other more specific "functional" plans, such as water and sewer facility plans, transportation plans, park and open space plans and school facility plans, should follow the general guidelines of the Comprehensive Plan and not contradict it.

This policy can be met by routinely analyzing existing functional plans for their impact on the community. When there are conflicts, appropriate modifications to these other plans should be proposed. Occasionally, these functional plans may reflect changes in the community which should be reflected by future Comprehensive Plan revisions as well. In all cases, however, the Comprehensive Plan should provide early direction for future functional planning efforts, and the process for preparing such plans should reflect that general input as much as possible.

Expand the Community's Financial Resources for Revitalization and Maintenance of Existing Investment.

Expansion of the community's financial resources for revitalization and maintenance is necessary to assist persons and areas that need services but do not qualify for existing programs or cannot be served because of limited funds.

There are three basic ways to activate this policy. The first is to use public funds in conjunction with private funds to increase the overall supply of revitalization and maintenance resources. Termed leveraging, there are several techniques for doing this. Public funds can be used to guarantee and/or subsidize private rehabilitation loans and mortgage financing. Another method is to undertake joint public and private development projects.

A second major way to increase resources is to expand existing or start new development corporations for housing, commercial and neighborhood revitalization. These can be funded with leveraged monies or with resources developed through techniques such as issuing bonds, or private fund raising and investment.

Direct public investment that stimulates private investment is the third major means for adding to the available resources. It is recommended that public investment in facilities such as street lighting, curbs and sidewalks, streets and utilities be strategically timed and placed to achieve this. Tax incentives for desired private investment should also be used but only to the extent that it does not adversely harm the Tax base.

Improve City and County Cooperation on Development Matters and Public Investment.

Improved City and County cooperation in decision making is needed to ensure that development and public investment decisions in both jurisdictions are consistent with the Comprehensive Plan and with community development goals and policies.

The City-County Coordinating Committee, which is composed of representatives of various Fort Wayne and Allen County governmental agencies, is one forum for developing a cooperative approach to public investment decisions. Consideration of development matters that effect both jurisdictions could be a function of the Committee. A community-wide capital improvements program and a program to formulate uniform development codes are some projects that could be instituted by this group.

6. Formally Review Petitions for Rezonings, Subdivisions and Other

Development Proposals in Greater Perspective Than Just Site Analysis.

Since various development proposals can effect the entire community, it is necessary to review them formally on a more comprehensive basis than just a site-specific analysis. Proposals should be reviewed as to their consistency with the goals and policies of the Comprehensive Plan. Decisions could then be based on the positive or negative impacts that proposals may have on the entire community as well as on the immediate surrounding area.

A comprehensive review process should be developed for making planning decisions. An impact analysis report on individual development proposals could be prepared by the planning staff and referred to the Plan Commission. When reviewing any development proposal, the general land use policies appearing below should be considered. Also, the Commission should take into account the proposed land use patterns of the development rings and sectors, as well as specific land development policies contained in the appropriate sub-area or neighborhood plans.

GENERAL LAND USE POLICIES

- (a) Rezoning and proposed developments should be compatible with existing and planned land uses.
- (b) A proposal should not establish an undesirable precedent in the area to be developed.
- (c) A proposed development should maintain the integrity of the area to be developed in terms of drainage, topography, and vegetation.
- (d) A proposed development should not necessitate the construction of new facilities or the expansion of services at the expense of the City.

- (e) The requirements and effects of a proposed development should not overburden, directly or indirectly, the capabilities of existing facilities in the immediate area.
- (f) Proposed projects should not create new areas of strip development.
- (g) Pedestrian circulation and transit system access should be given proper consideration.
- (h) Evaluation of proposed projects should include consideration of energy implications.
- A proposed project should not duplicate existing public facilities or proposed capital improvements.
- (j) The creation of retention and detention pond areas to serve <u>individual</u> developments exclusively should be limited to hardship cases.
- (k) When applicable, an evaluation of proposed projects should include consideration of access for the handicapped.

Integrate energy conservation measures as well as solar and renewable energy resources development utilization and protection into the City's physical and econo mic development.

As fossil fuel energy supplies become more expensive and scarce, the City should support and adopt energy conservation measures and strategies for the development, utilization, and protection of solar and renewable energy resources. Examples of possible energy efficiency measures include improved mass transit, contiguous development, higher density development, retrofit of existing buildings, and modified building regulations, protection of solar access in new and existing buildings, energy efficient site planning in subdivisions and new construction. Also, development proposals should be reviewed to insure that energy conservation measures and appropriate utilization of solar and renewable resources have been taken into consideration and incorporated where economically feasible.

8. Pursue an aggressive annexation policy in a fiscally responsible manner.

In order to maintain its tax base and to continue the efficient provision of basic services, the City should consistently annex contiguous land. Vacant land should be annexed for future development. Built-up areas, particularly those receiving City services, should be annexed so that the costs of those services can be more fairly distributed.

9. Provide recreation facilities for the residents in the Urban Service Area.

The Fort Wayne-Allen County Park Plan lists several programs necessary to provide and expand recreation opportunities. These include the systematic acquisition of land for public parks, the continuance of a high level of park maintenance, a systematic management program, and the development of different types of park facilities. Another possible means to provide recreation space is to set aside common open space areas in new residential developments. One proven method to meet this goal is the use of local subdivision control ordinances. For instance, the Planned Unit Development section of a subdivision ordinance can require a developer to set aside a fixed amount of common open space times the number of homes proposed for construction. In exchange, the Plan Commission may waiver particular development requirements.

10. Support measures which encourage equal opportunity in housing.

The City of Fort Wayne has one of the strongest and most comprehensive fair housing ordinances in the country. Responsibility for enforcing this ordinance is vested in the Metropolitan Human Relations Commission (MHRC). This agency works with local lenders and realtors and responds to citizen complaints in its efforts to enforce the fair housing ordinance. The City should continue to support MHRC so that it can continue these activities.

B. CENTRAL AREA

As Figure 25 illustrates, the Central Area is located in the center of the Urban Service Area and contains Fort Wayne's central business district as well as several of the City's oldest neighborhoods and industrial complexes.

THE GOAL:

There are three main goals for the Central Area: 1) to encourage reinvestment; 2) to maintain existing development; 3) to halt deterioration.

THE PROPOSED LAND USE PATTERN:

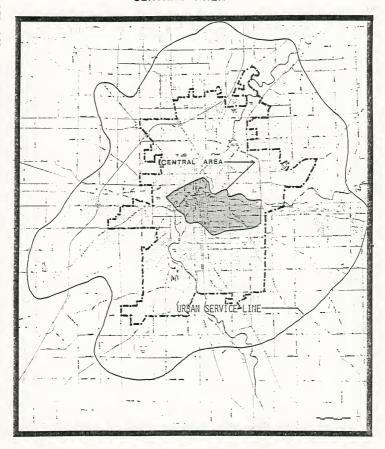
The Central Area can assume the role of supplying a positive community identity and can be a major growth center for a variety of land uses. The central business district can accommodate growth for financial and governmental offices, for medium to high density residential complexes, and for commercial establishments. The surrounding neighborhoods can provide sound single family structures and apartments, as well as employment in industries compatible with the neighborhood. Ideally, Central Area neighborhoods should also contain a well integrated balance of neighborhood commercial districts.

GENERAL POLICIES AND STRATEGIES FOR THE CENTRAL AREA:

1. Public Investment

A high priority should be given to placing capital improvements in the Central Area.

Public facilities in the Central Area are often insufficient, or in need of repair and replacement. Substantial capital improvements are needed to maintain these facilities and to upgrade the livability of the area. Also, public investment can trigger increased private investment as the area is improved and as community confidence increases.



Capital improvements in the Central Area should be made a high priority in the City's capital improvements program. Sub-area plans should be used to identify capital improvements needed to maintain existing facilitie and to provide new ones, thus providing a systematic process for coordinating the timing of these improvements. Such improvements can also be used to support housing and commercial revitalization projects.

2. Housing Development

Encourage and support the development of new housing.

As downtown Fort Wayne is revitalized, there will be a growing need for new housing in the Central Area. Using already vacant Central Area land for new housing would make more efficient use of existing facilities such as utilities and streets, and would help to balance development in the community. Also, the development of new housing could lead to a significant improvement in the Central Area investment pattern.

Several public actions are possible to encourage private development of new housing in the Central Area, particularly in and around the central business district. Vacant land, and areas with badly deteriorated and unoccupied structures, can be assembled by the public sector to provide tracts of land large enough for private development efforts. These potential tracts must be identified carefully so as to minimize demolition and the need for relocation. In some cases, especially downtown, vacant structures could be rejuvenated and developed into housing units. One possible indirect joint financing tool would be tax incentives. Housing mortgage bonds administered by the State Housing Finance Agency should be seen as one example of a direct financing tool.

3. Flood Control

Strengthen flood control measures.

Section II of this Plan stated that 8 square miles of the City of Fort Wayne are located within flood plain areas. This being the case, the policy to strengthen flood control measures must be realistically balanced between the protection of existing development and the reclamation and preservation of flood prone areas.

There are several strategies available to protect existing development within flood prone areas. The most realistic course is to repair and maintain existing flood dikes and to establish a floodproofing program for homes and businesses. Recurrent and frequent flooding of developed areas can be in part avoided by reclamation measures. The powers of eminent domain by the Redevelopment Commission, or local projects such as the Rivergreenway Program can be used to convert flood prone areas back to their natural state.

Measures to preserve undeveloped flood plain areas should include the continued enforcement of flood plain zoning laws and the use of conservation or flood control easements.

Finally, programs must be established to prevent natural erosion to the banks of streams and rivers as well as sedimentation caused from man-made projects. For instance, State and Federal agencies could monitor new development along waterways for the Plan Commission and report any erosion activities that fill the waterways with sedimentation, thereby, contributing to flooding.

4. Historic Preservation

Preserve historic structures to guarantee their continued use, or in some cases, re-use.

Implementation of this policy is particularly beneficial to the Central Area. As the oldest area of the City, it contains the highest proportion of structures having historic value. Preserving these structures will help maintain the historic identify of the City. Generally, it will encourage the more efficient use of resources as existing structures will be used and re-used instead of replaced. New investment opportunities will be provided in the Central Area. In many instances, the preservation of these structures will provide special community attractions for Fort Wayne residents and visitors.

Landmark structures with public use potential can be preserved by securing commitments for those uses and by pursuing funding opportunities for their preservation and reuse. Private sector involvement should be encouraged through the use of existing tax incentives for preservation purposes. Joint public/private development projects which involve historic structures should also be promoted. Coupled with the first two Central Area policies discussed earlier, the declaration of historic districts in residential areas can be used as a marketing and neighborhood development tool for Central Area housing in certain cases.

5. Transportation

Reduce the negative impact of through traffic in the Central Area.

The purpose of this policy is three-fold: to maintain the residential livability of the Central Area; to discourage housing deterioration along major thoroughfares; and to reduce noise and air pollution from traffic flow. Pursuing this policy should not conflict with the need to provide adequate access to the

downtown area. In order to reduce the impact of through traffic in the City's Central Area, several actions may be considered. First, the volume of traffic could be reduced by (1) improving alternatives to the automobile, such as mass transit; (2) encourage more efficient uses of passenger vehicles, such as carpooling; and (3) developing alternate traffic routes. The City should work closely with local transit authorities in developing these alternatives. Second, the noise of the remaining traffic could be diminished by improving existing road systems and by enforcing the City's noise ordinance. Finally, the impact of traffic on neighborhoods can also be minimized by constructing pedestrian cross ramps which link neighborhoods to community facilities, such as parks and schools.

6. Economic Development

Encourage the development of the Central Area as a major economic resource for the City.

Disinvestment, economic decline, and the concentration of residents with modest economic resources are acute in this area. Economic development in this area is an essential support for other revitalization policies and strategies.

A variety of activities proposed by the Economic Development Policy and Strategy component of this plan are designed to carry out this policy. Investment incentives, joint public/private projects, the provision of supportive public facilities and the use of targeted job generating projects and programs are fundamental to implement this policy.

CENTRAL BUSINESS DISTRICT: POLICIES AND STRATEGIES

1. Uses and Functions of Downtown

Encourage a variety of uses in the Central Business District.

A greater variety of Central Business District uses and functions would bring more people downtown to participate in activities and to support new services.

Downtown should contain a full range of housing, shopping, entertainment, cultural, tourism, and public facility uses to complement its ever-increasing office function. As downtown becomes more wide-range in its offerings, each individual use will benefit and prosper from other uses. Also, a more multifunctional Central Business District will assist in energy conservation efforts as well as promote further Central Area neighborhood revitalization.

Carrying out this diversification strategy necessitates the use of economic incentives for private development, public development initiatives, and financial or technical assistance to existing entrepreneurs. First, such actions as use of tax incentives and land assembly may entice developers to attempt projects involving such activities as housing, entertainment, and shopping. Second, there may be situations where a major public investment such as the Convention Center, can be packaged along with a major private commitment, both projects benefiting and creating a demand for each other. Third, in order to assist existing development interests in remaining or expanding, some forms of technical assistance may be needed to secure the necessary financing from either public or private sector sources.

2. Private Investment

Encourage a high level of investment activity in the Central Business District.

The revitalization of the Central Business District will require massive investment from the public and private sectors. It is absolutely necessary that this take place in order to increase the Central Business District's contribution to the City's tax base. Also, the downtown area's stature as a regional activity center cannot be assured unless there are more privately financed facilities and services there.

Again, the means of carrying out this strategy include the use of incentives, joint public/private development initiatives and technical assistance to businesses and developers. Additionally, aggressive marketing efforts need to be employed to show potential developers the strong reinvestment climate which is becoming evident in the downtown area. Present development efforts by both public and private sectors are good physical evidence to assist in this marketing effort. It can be shown that there are ample opportunities for both land development as well as re-use of existing structures.

3. Circulation

Encourage easy circulation between Central Business District uses.

If activity in the Central Business District is to be increased, ways to improve movement within the Central Business District should be developed. Improvements to the circulation system should consider both pedestrian and vehicular movement.

The above policy can be carried out by designing street improvements and building connections to promote movement within the Central Business District. As is being presently considered, street designs within the center of downtown can be altered somewhat to provide for a semi-mall effect, which limits vehicular flow and increases pedestrian use. Consideration should be given to incrementally constructing a unified overhead walkway system to link major functions together and provide protection from inclement weather. Also, convenient parking should be provided just outside the center of the Central Business District in order to eliminate needless vehicular circulation within that area. All these actions can occur when other development takes place and through a number of combinations of public and private financing techniques.

4. Sewers

The sewer system in the Central Business District should be replaced

The sewer system in the Central Business District (CBD) is over 100 years old. Because of its age, the system has become deteriorated and needs to be replaced.

To replace the existing sewer system will be a very expensive and a disruptive project. Therefore, the project will have to be undertaken in an incremental fashion. The Fort Wayne Department of Water Pollution Control should make the replacement of the sewers as part of its five year capital improvement program. The use of matching funds, or the issuance of bonds are two possible means to finance the project.

NEIGHBORHOOD REVITALIZATION IN THE CENTRAL AREA: POLICIES AND STRATEGIES

Citizen Involvement

<u>Develop and expand programs for neighborhood participation and self-reliance in improvement activities.</u>

The purpose of this policy is to get citizens actively involved in the revitalization of their neighborhoods. This is needed for three reasons. First, existing publicly supported revitalization programs and efforts cannot succeed without resident awareness and support. Effective citizen involvement is essential for accomplishing the wide range of actions that are a part of comprehensive revitalization efforts. Second, a strong base is needed for continuing maintenance and improvement efforts when certain public revitalization funds are phases out of an area. Third, areas of the Central Area not presently included in concentrated revitalization efforts should develop other means for stopping deterioration.

problems arise in a particular geographic area. The various agencies involved in code enforcement, such as Minimum Housing and the Health Department, should cooperate more effectively.

3. Housing Rehabilitation

Continue and expand housing rehabilitation programs.

The lack of economic resources in the Central Area requires that financial assistance be provided if wide-scale housing rehabilitation is to occur. Current public and private programs are not large enough to meet the demand and needs for rehabilitation. Expanding these efforts will allow more housing to be preserved and will lessen the need for demolition.

Current housing rehabilitation financing programs must be continued. Expansion of these programs requires greater private sector involvement. A principle way to involve the private sector is to develop direct linkages between public and private rehabilitation financing efforts. It is recommended that initial efforts consider using public funds as limited guarantees and interest subsidies for private sector loans. The same of some already existing public sector loans to private lenders will hasten the return of public funds for additional use. Federal programs for rehabilitation financing should also be promoted and used as much as possible. In addition, financial incentive programs for rental housing rehabilitation should be promoted where deterioriation is concentrated, and federal and local tax incentives for rehabilitation of structures should be focused into revitalization areas.

Direct housing rehabilitation efforts must be supported with coordinated investment in public facilities and services. Housing counseling programs to help people become more effective home owners and actions to assist in energy conservation and routine home maintenance should also be established.

4. Home Ownership Opportunities

Increase housing ownership opportunities through greater public and private efforts.

Homes in a neighborhood stand a better chance of being properly maintained if a significant portion are occupied by the owners. Present programs aimed at increasing home ownership opportunities must be expanded and new ones developed to benefit more of the population.

The role of the private sector in providing home ownership opportunities must be supplemented. Financial counseling and joint public/private rehabilitation financing can be used to assist homeowners having housing problems. Homesteading programs, the provision of mortgage loans at lowered interest rates, special financing arrangements for moderate income households, and the use of rent/lease arrangements should be encouraged to enlarge home ownership opportunities for qualified persons. Also recommended is the development of condominiums and co-operatives which reduce the costs of home ownership.

5. Neighborhood Commercial Districts

Revitalize neighborhood commercial districts.

Revitalizing and maintaining neighborhood commercial districts will promote neighborhood rejuvenation. Residential revitalization depends in part on having a full range of convenient support services to attract and keep residents. Retention of commercial districts will also provide convenient employment opportunities and put vacant commercial structures back on the City's tax rolls.

Economic development incentives and sources of assistance must be packaged and utilized. Area businesses must be encouraged and assisted in efforts to locate or expand in compatible inner-city locations. Joint maintenance and security

programs should be developed by area commercial districts to decrease overhead costs.

C. MIDDLE RING

The Middle Ring is the second of three development rings that divide the Urban Service Area. The Middle Ring surrounds the Central Area (see Figure 26). Development in the Middle Ring is largely residential, however, it does contain significant commercial and industrial uses.

THE GOAL:

To maintain investments and prevent deterioration in existing neighborhoods.

PROPOSED LAND USE PATTERN:

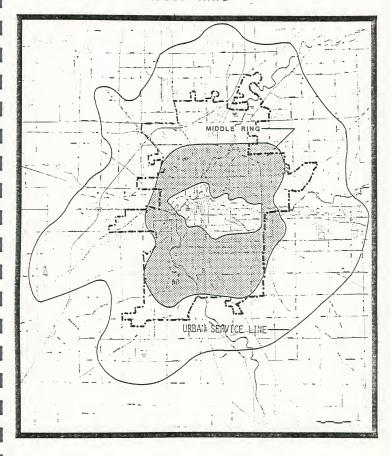
The Middle Ring must continue to supply the community with sound residential neighborhoods and stable commercial and industrial districts. The Middle Ring will not experience a large amount of new development in the future because of the scarcity of vacant land and the minimum need for demolition. Therefore, efforts need to be concentrated on the preservation of the present land uses and in particular on residential neighborhoods.

POLICIES AND STRATEGIES

1. Citizen Involvement

Increase resident participation in neighborhood affairs.

Citizen involvement is important in the Middle Ring because financial aid from governmental programs for rehabilitation and maintenance needs is limited. Therefore, by being active in the affairs of their neighborhood, residents in the Middle Ring can take direct actions to remedy deterioration. They can also



create an atmosphere that invites greater neighborhood improvement and conservation.

With technical assistance, residents can organize and collect information about their area so that problems can be monitored. Residents and their organizations can serve as a clearinghouse for complaints, and can attempt to solve complaints with or without government assistance. In general, residents who are active in their neighborhoods' well-being can promote an atmosphere conducive to maintenance of the area.

2. Transportation

Reduce the negative impact of through traffic in Middle Ring neighborhoods.

The policy rationale and the strategies to implement the above transportation policy are the same as those proposed in the Central Area. (Refer to Strategy Six, "Transportation" in the Central Area.)

Flood Prevention

Strengthen preventive flood measures.

Strategies to implement the above flood control policy are the same as those proposed in the Central Area. (Refer to Strategy Four "Flood Control" in the Central Area).

4. Public Investment

Use public investment as a tool to encourage ongoing private investment and to prevent disinvestment.

Public improvement expenditures are many times seen by property owners as a sign of confidence in the future of an area and, therefore, spur continued private

property investment. Additional public and private investment protects existing investment and prevents the start and spread of neighborhood deterioration.

In order to prevent the spread of deterioration, public maintenance of facilities should be timed and strategically directed to vulnerable areas of the Middle Ring. Sub-area plans would identify these and make recommendations for the placement of needed public facilities which can be worked into the City's Capital Improvement Program. Also, an analysis of trends in an area may occasionally indicate the need for new types of public improvements such as parks, day care facilities, community facilities and public transportation. These new needs should also be worked into future capital and operating programs of the public sector.

5. Historic Resources

Use historic resources as a marketing tool to promote continued investment in the housing stock.

Using historic resources to promote investment has two benefits. First, this may serve to prevent deterioration of a neighborhood. Second, historic sites themselves are maintained.

The marketability of an area is based, to a large extent, on location and uniqueness. If an older residential area can gain status as an historic district, it may serve to attract individuals interested in further promotion of the area. Neighborhood associations should stress to residents and outsiders that the neighborhood has unique historical significance to the City and is therefore worthy of proper maintenance. Realtors, lenders, and brokers should also be made aware of the positive aspects of older neighborhoods. Work already

done to identify areas with historic potential can be provided to these groups to aid them in their marketing efforts.

6. Housing Rehabilitation

Provide assistance and encouragement for housing rehabilitation on a spot basis.

Deterioration in the Middle Ring is often scattered throughout sound neighborhoods. Unfortunately, many of the owners of deteriorating structures are not financially able to make needed repairs. In addition, these owners may not be eligible for financial aid programs that are primarily reserved for Central Area neighborhoods.

A mechanism must be created that has the capacity to provide rehabilitation financing and home maintenance assistance to those in the Middle Ring who cannot affort it. Several funding options are available including direct public loans; the use of public monies to stimulate private lending by means of partial loan guarantees and interest subsidies; and the creation of a high risk loan pool supplied by private lenders.

Rental housing rehabilitation incentives should be publicized and promoted for occasional use in the Middle Ring. Local governmental agencies should support neighborhood groups in their efforts to organize programs that promote home maintenance.

It is critical in the Middle Ring to have decisive action on spot cases of housing deterioration before they affect the surrounding properties, and therefore, it is necessary to strongly enforce housing and related codes. Cooperation from neighborhood groups must be attained for this to be successful.

D. OUTER RING

The Outer Ring is the third development ring addressing problems in the Urban Service Area. As Figure 27 illustrates, the Outer Ring is the largest of the three development rings. It is in this area that most of the community's new development is occurring.

THE GOAL:

To encourage growth in a balanced manner that is within or adjacent to existing development in the Urban Service Area.

PROPOSED LAND USE PATTERN:

The Outer Ring will be a major growth area in the community, but agriculture will continue to be an important land use here. As urban development increases in the Outer Ring, it should not interfere with agricultural uses. Rather, growth and infill should proceed in a timely, balanced manner, accommodating all land uses. The Outer Ring can accommodate a mixture of land uses with varying densities. The next section following the Outer Ring will describe in more detail the types of land uses best suited for particular areas in the Outer Ring. Generally, however, the area can accommodate such land uses as industrial complexes and sanitary landfills which are not suitable for the more densely populated areas of the community. The Outer Ring is also the principal area in which to develop circumferencial transportation corridors.

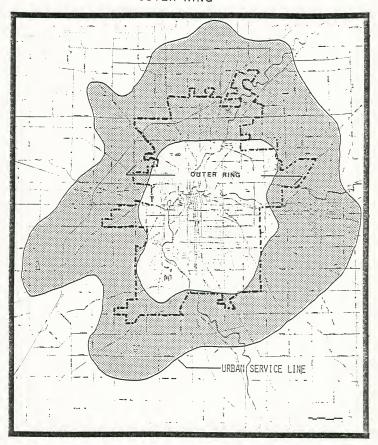
POLICIES AND STRATEGIES

1. Planning and Coordination

The Plan Commission should establish a process to review and comment at public hearings on relevant developments outside the City.

Since the problems created by unbalanced growth have an interrelated affect upon

OUTER RING



· City Limits

the social, economic, and physical well being of the entire community, it is necessary that the City have input into decisions concerning development adjacent to it.

The City-County Coordinating Committee, as referred to on page 84, is another means to address this issue. The Coordinating Committee has a membership which includes representatives from the major branches of City and County government and those planning agencies whose functions either determine or strongly relate to land use.

2. Public Utilities

A. Urban development should be served with public sanitary sewers.

Most of the soils in the Urban Service Area cannot effectively accommodate urban development which propose to use private sewage disposal systems, and those presently in use often pollute community ditches, streams, and rivers. The State standards for off-lot sewage discharge can be safely met by installing public sanitary sewers for both the proposed and existing developments in our community. Local government agencies must require all new developments to connect to a public sanitary sewer system. Sanitary sewer lines should be expeditiously extended to existing developments that now rely solely on their private sewage disposal systems.

Do not expand sanitary sewers beyond the Urban Service Line until the Urban Service Area is substantially developed. Exceptions to this policy would be the extension of sanitary sewers to developments that are now outside the Urban Service Line.

To extend sanitary sewer lines beyond the Urban Service Area does both permit and create urban sprawl. The expenditure of any public sanitary services beyond the Urban Service Area is not cost effective.

Oversizing a sanitary interceptor to the edges of the Urban Service Area which will someday be capable of providing service outside the Urban Service Area.

To oversize sanitary sewers to the edges of the Urban Service Area will permit the orderly expansion of public sanitary sewer system once the Urban Service Area is developed. Such a policy would avoid the duplication of sanitary sewers through sewered areas to reach developing areas.

City Utility officials should establish formal policies on oversizing sanitary sewers but not to allow areas outside the Urban Service Area to connect to those oversized sanitary sewers until the Urban Service Area is substantially developed. Strategies for this policy must also be established to alter any contrary federal procedures.

The policies and strategies of the Allen County Sewer District should be identical to the City's.

The City, through its natural growth, will eventually be responsible for maintenance of both sanitary sewers and treatment of the sewage from the Allen County Sewer District. It is important that, as the District becomes more of a reality, that the City has a very strong voice in the policies governing it.

The City must continue to have significant representation on the body responsible for the administration of the Allen County Sewer District.

B. Urban development should be served with municipal water.

There are several facts which support this policy. The supply of water for a community is directly dependent on the location of the source of raw water available. The use of deep wells for water has caused a great concern throughout the nation because of the lowering of the ground water level and its effect upon the environment. Whereas, the use of surface waters as a source of water simply utilizes those known resources in the most effective way. Also, a more dependable water supply is available for fire protection from a municipal water source system than from a private water source supply system. This reliability is reflected in insurance rates throughout the country.

<u>Do not expand water lines beyond the Urban Service Line until the Urban Service Area is substantially developed</u>. Urban sprawl would continue to grow if any public funds are used for the installation of water lines beyond the Urban Service Line. The water lines within the Urban Service Area should be of sufficient size to permit extensions. However, utility officials should establish strategies which will not permit their installation outside the Urban Service Area boundary line.

The City should purchase existing private utilities.

The unchecked expansion of existing private utilities is in direct conflict with the policy of directing growth by the placement of either water lines or sanitary sewer lines. Until the existing private utilities are purchased, the City cannot exercise any meaningful control over the community's growth.

Flood Control

Develop policies to retain or carry run-off more efficiently in order to prevent flooding.

Flooding problems must be resolved if significant reinvestment and revitalization is to occur in areas of the City. Also, the surrounding urban areas of the City frequently experience minor flooding problems during periods of heavy precipitation.

Flooding is a prevalent problem in the Fort Wayne community. The Plan has already proposed several measures to control flooding in the Central Area and the Middle Ring of the City. However, there is another measure not yet mentioned which can relieve flooding in the Outer Ring of the community as well as the Central Area and Middle Ring. The measure entails the conversion of large tracts of low-lying land into holding ponds. As the name implies, holding ponds detain the increasing volume of water runoff resulting from developing urban areas in the Outer Ring. The objective of developing the ponds is to relieve the burden being placed on the City's storm sewers and legal drains.

Another alternative closely related to the holding pond concept is the identification and protection of natural spillways. There are several geographical features which, if protected, could serve as valuable flood control areas. The Trier Ditch southeast of the City has a vital role in flood control in that it is a natural flood spillway for the St. Mary's River into the Maumee River. Another natural flood value is the Junk Ditch. The Junk Ditch can physically reverse its flow and drain from our three rivers into the Wabash drainage system to the southwest. The Trier and Junk Ditch are two examples of how flood waters can be diverted from or around the City. City and County governments can preserve these areas by enforcing stringent flood control zoning ordinances and by acquiring conservation or flood control easements.

Transportation

Encourage the development of a road network that loops the urbanized area.

The development of a road system that loops the urbanized area will provide several benefits to the community. For instance, a looped system will provide developing suburban areas with better access to activity centers. This, in turn, will reduce congestion of the existing street system and reduce the heavy crosstown traffic in the older and more centrally located city neighborhoods. For example, provision of a loop system would relieve Coliseum Boulevard of local traffic generated from residential areas located north and northeast of the City. This would allow the freer flow of intraurban traffic on Coliseum Boulevard which will benefit local industries. Mass transportation would also benefit from a looped road network in that there would be more mobility in routing bus lines to and from residential and work centers. Hopefully, bus ridership time and the number of transfers needed to cross town could be reduced.

The advent of a looped road system is largely dependent upon the commitment it receives from State and Local officials. The construction of a by-pass around the City has been proposed for years by the Indiana State Highway Commission. At the local level, road improvements should be committed to the joining of major east-west and north-south roads so that an intraurban loop system can be formed. However, caution must be used when developing such a system, so that existing neighborhoods are not harmed. The necessary road improvements to develop an intraurban looped road system must begin with its inclusion into the transportation programs and plans of the community.

5. Income Diversification

Income diversification in the community should be encouraged.

The different income groups, low, middle, and high, are concentrated in certain areas in the urbanized area. If a mix of household incomes can be achieved,

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then the cost of supporting the local infrastructure can be more fairly and evenly distributed.

E. SECTOR DEVELOPEMENTS

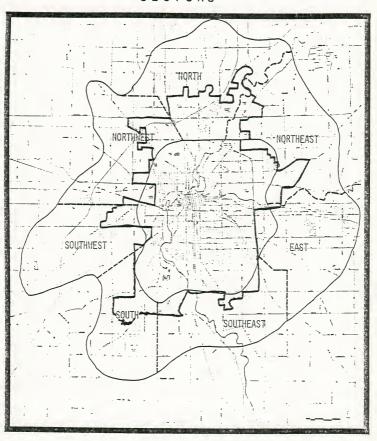
So far, the Policy-Strategy Section has presented a sequence of policies and strategies to address the physical development problems in the community. A set of policies and strategies were first applied to the overall Urban Service Area. A more detailed set of policies and strategies were then applied to three development rings within the Urban Service Area. However, not all of the issues in the third ring, the Outer Ring, could be addressed properly. This was due to its large land area and its very diversified land use activities. To satisfy this problem, the Outer Ring had to be divided in seven parts called sectors. The sectors permitted the application of policies and strategies which were best suited for the smaller areas they cover (see Figure 28). It must be noted, though, that the general policies of the overall Urban Service Area and of the Outer Ring are still applicable in the seven sectors.

NORTH SECTOR

THE GOAL: Orderly growth

PROPOSED LAND USE PATTERNS:

The North Sector is primarily suited for residential development. However, the area can also accommodate some commercial developments. Any shopping centers of a community, metropolitan, or regional nature should locate within or near existing or approved commercial developments. Commercial development along I-69 should be restricted to uses that service the needs of motorists on the interstate. There should not be any significant new industrial developments in the North Sector.



POLICIES AND STRATEGIES - NORTH SECTOR

a. Discourage sewer taps by new development on sewer lines outside the Urban Service Area boundary line until the total service area itself is fully developed.

This area presently has sewer lines extending outside the Urban Service Area.

To permit taps outside the Urban Service Area would create a leap-frog development pattern. Policies must be established at the local level which would allow taps on a case-by-case basis.

b. Priority must be given to building a new fire station in the North Sector to protect the rapidly growing area.

The area is presently served by both St. Joseph and Washington Township Volunteer Fire Departments. In order for the City to effectively annex this area for growth of the City, a fire station is needed. The relocation or construction of a fire station in the North Sector must be a high priority in the Capital Improvements Program.

To annex developing suburban areas.

Rapid suburban development is beginning to take place in the North Sector. Therefore, it is proposed that annexation here be directed toward areas before they develop. Such an annexation policy insures future growth for the City and avoids lengthy court battles with residents. However, for the City to conduct a uniform growth strategy, it will have to annex some developed areas.

To improve Washington Center Road.

The improvement of Washington Center Road is an important element of the development of a looped intraurban road network. Since Washington Center Road is presently a major east-west corridor, only spot improvements are needed to increase its efficiency.

NORTHEAST SECTOR STRATEGIES

THE GOAL: To maintain a balanced development pattern within the Urban Service Area.

PROPOSED LAND USE PATTERN:

The Northeast Sector is primarily suited for residential development. However, residential development should be limited to areas within the existing developed boundaries of the Northeast Sector. The abundant number of existing, as well as proposed, shopping centers reveals that additional shopping centers which are designed to service an area larger than the immediate neighborhood are not needed in this sector. Also, there should not be any new industrial developments in the northeast sector.

POLICIES AND STRATEGIES - NORTHEAST SECTOR

a. <u>Maintain the existing road system</u>, but discourage most major road improvements in the short term which could entice more development.

Rampant development in this area has placed a strain on the community's physical and economic resources. Encouraging further improvements to the transportation system in the near future would stimulate further development. Exceptions to this would be a north-south corridor which is necessary to complete the proposed peripheral arterial system and the already approved improvements to State Boulevard from Reed Road to Maplecrest Road.

b. <u>Property must be acquired east of Coliseum Boulevard to meet future recreational needs.</u>

The City has an obligation to provide recreational programs and facilities compatable with community needs. For example, gradual upgrading of Maumee Park, as proposed in the Fort Wayne-Allen County Park Plan, would substantially expand existing facilities and provide additional recreational programs to serve the residents in this Sector.

c. <u>Consideration will have to be given to the expansion of fire services in the Northeast Sector.</u>

If the City is to continue its natural growth process, it must provide urban serivces to all areas within its boundaries. In this sector there will be a need in the near future to either construct a new fire station, relocate an existing one, or to develop effective and comprehensive mutual aid arrangements with the St. Joseph Township Volunteer Fire Department.

d. A new high school should not be built in the Northeast Sector.

Construction of a new high school in this area to serve its growing population would only serve to encourage further sprawl. The City must work with the respective school districts to incorporate the goals, policies, and strategies of the Comprehensive Plan into the plans of the school systems.

Acquire privately owned sewage treatment facilities.

The Northeast Sector has been one of the fastest growing areas of the Fort Wayne community. A major reason for this rapid growth has been the extension of sanitary sewer lines by private utility companies. The purchase of these utility companies by Fort Wayne would better enable the City to control its future destiny. For instance, the City would have more influence on the place-

ment of future development in areas outside the corporate limits. The purchase of the privately owned utility companies would also enhance pollution control measures in the fringes of the community. The much larger capacity of the Fort Wayne sewage treatment plant would also allow the City to serve developments in the Northeast Sector which are still using individual septic tank systems.

f. Priority should be given to the annexation of the unincorporated area.

The City has already invested a large amount of capital funds in this sector. To provide additional urban services to this developing area, the City must increase its annexation efforts.

EAST SECTOR

THE GOAL: To encourage commercial and industrial development.

PROPOSED LAND USE PATTERN:

A large portion of the East Sector is suited for commercial and industrial development. Residential development should be limited to the New Haven Area, and in the southern portion of the East Sector. Buffers between the residential and the industrial developments should be provided.

POLICIES AND STRATEGIES - EAST SECTOR

a. The proposed North Maumee interceptor should be constructed and sufficiently oversized to serve the southeastern section of Fort Wayne.

The need for this interceptor, as described in the North Maumee sewer plan, is two-fold: to encourage further industrial and commercial development and, to encourage residential development in the Southeast Sector which will be discussed subsequently. Local officials must work with federal agencies to modify and improve present Federal policies that limit the construction of sewers in low density areas.

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The need for this interceptor, as described in the North Maumee sewer plan, is two-fold: to encourage further industrial and commercial development and, to encourage residential development in the Southeast Sector which will be discussed subsequently. Local officials must work with federal agencies to modify and improve present Federal policies that limit the construction of sewers in low density areas.

o. Sufficient water facilities should be supplied to the area.

Without adequate water supplies it will be difficult to encourage any major commercial or industrial development in this area. Priority should be given to capital expenditures for the improvement of water facilities contingent upon annexation.

c. Priority should be given to the annexation of the unincorporated area.

The City has already invested a large amount of capital funds in this sector.

To provide additional urban services to this developing area, the City must increase its annexation efforts.

Provisions must be made for supplying adequate fire protection.

Annexation, and further industrial development in this area will require additional fire protection services. Fire protection can be extended to this area by constructing an additional station. Mutual aid arrangements with Adams Township should also be considered. The Capital Improvements Program should be coordinated with the annexation program so that the needed improvements can be made at the time of annexation.

e. New Haven should be treated as part of the Urban Service Area.

New Haven presently receives services from the City of Fort Wayne in the form of sewers, water, and public transportation. If the limited funds available for these services are to be allocated in a fair and efficient manner, then the cost of serving each area, including New Haven, must be considered.

Coordinated efforts between governing agencies and commissions of the City, County, and New Haven is essential for uniform decision-making within the Urban Service Area. One vehicle to achieve uniformity among the various agencies is the establishment of a coordinating committee.

f. To improve and expand Adams Center Road

A critical element for the development of an intraurban looped road network is the improvement and expansion of Adams Center Road. Of particular importance to the project is the extension of Adams Center Road across the Maumee River to Maplecrest Road. Along with subsequent improvements to the existing right-of-ways of Adams Center and Maplecrest Roads, this would enhance north-south access east of the City.

SOUTH SECTOR

THE GOAL: To actively encourage development.

PROPOSED LAND USE PATTERN:

Upon receipt of sewer facilities, the South Sector will be well suited for intense development. The area is ideal for residential development. Commercial development should be located in the north central portion of the sector. Industrial development must be discouraged from this sector.

POLICIES AND STRATEGIES - SOUTH SECTOR

a. A high priority should be placed on Capital Improvements for the area, in particular, sewer improvements.

Residential growth has a tendency to locate near sewer lines. Therefore, if the City is to pursue the policy of encouraging growth in this area, it must provide sewers to the area. As mentioned in the previous section, high priority must be given to the construction of the North Maumee Interceptor.

b. As the area develops, consideration must be given to relocating an existing Fire Station to this area or to the construction of a new one.

It is only natural that as the City expands it will create a need for the expansion of all services. The area is presently served by Adams Township Volunteer Fire Department.

One of the City's fire stations is presently located in close proximity to the South Sector and it could be relocated to adequately serve this area. The relocation of the fire station is contingent upon the pace of development in the area.

c. <u>Income</u> diversification should be emphasized in other areas of the community.

Income diversification is already apparent in areas neighboring this sector, and it appears to be a trend that will continue into the sector. Therefore, emphasis on low and moderate income housing should be stressed in the other six (6) sectors.

d. Because of its close proximity to the urban system, development need not be discouraged from prime agricultural land.

Because of the small percentage of land affected and the fact that this area lends itself so well to residential development, the prime agricultural land should not be a major consideration in this sector. This is not to say that serious efforts should not be made to provide protection for the prime agricultural land surrounding the community. However, efforts should be concentrated in areas where larger tracts are located.

SOUTHWEST SECTOR

THE ${\tt GOAL}$: To limit growth to areas which can be accommodated by existing facilities.

PROPOSED LAND USE PATTERN

The area around Baer Field is suitable for industrial development. However, the area south of the airport should remain in agricultural use until such time as the other industrial areas in the sector cannot fulfill industrial expansion and

growth needs. Residential and recreational land uses along the Lower Huntington Road area should be protected and preserved. The area north of Lower Huntington Road is suitable for a variety of land uses.

POLICIES AND STRATEGIES - SOUTHWEST SECTOR

a. Discourage extension of utilities to serve further than one-half mile south of Ferguson Road until the industrial area north of Ferguson Road is developed.

The extension of utilities south of Ferguson Road would not take advantage of existing capital facilities and would encourage leap-frog development. The timely placement of capital expenditures in this sector is essential for orderly growth.

Access to I-69 should be improved.

To encourage further industrial development there must be good access to the interstate system for truck traffic. Future development would be enhanced with a by-pass.

c. The plans for the Baer Field expansion must be accommodated.

The accommodations of the Baer Field plans is necessary so that other plans and capital improvements do not conflict with Baer Field's long range expansion plans. For example, road improvements should not be made prior to the lengthening of the runway because, otherwise, the runway extension would close two roads. There must also be improvements to the public transportation system servicing the airport.

d. <u>Fire protection capacity at the Baer Field station should be expanded to serve the industrial area.</u>

The fire protection offered in this area is insufficient to serve any large scale industrial development. The area, other than Baer Field property, is persently being served by Poe Township Volunteer Fire Department.

It will be necessary for the Fort Wayne Fire Department to increase its service in the area. A detailed study is needed to determine the most feasible means of providing adequate service to this area. An alternative to be considered is: enlarging the existing facilities.

WEST SECTOR

THE GOAL: To contain urban growth within the Urban Service Line. PROPOSED LAND USE PATTERNS:

The West Sector is primarily suited for residential development and some industrial development. Residential development must be limited to areas within the existing developed boundaries of the southwest sector, and not encouraged to expand further west. Additional shopping centers, not presently approved, are not recommended for this sector. New industrial developments are desirable in areas east of Smith Road. This sector does not have as high a priority as other sectors for economic development. Consequently, the creation of new job generators should proceed at a much slower pace.

POLICIES AND STRATEGIES - WEST SECTOR

Accelerate annexation program in this area.

Annexation will provide the City Plan Commission with planning control. The rapid growth in this area critically threatens the community's balanced growth strategy.

The City must concentrate annexation efforts in this area by planning for the provision of needed public services and in particular, fire protection, and by implementing needed supportive capital improvements.

b. <u>Discourage capital improvements that stimulate additional urban sprawl and</u> the duplication of facilities.

Unfortunately, the West Sector has experienced substantial urban sprawl. To guard against further sprawl, public expenditures should be directed toward maintenance and improvement of existing facilities. In addition, sewer, water, and other similar utilities should be improved only to developments within the Urban Service Area. Road improvements, other than those needed for public safety, should have a low priority.

c. High priority must be given to expansion of fire service in this sector.

With continuing growth and annexation in the area, it is necessary for the City and adjacent townships to provide fire service that meets the needs and is not wasteful by being duplicative. Facilities must be provided for a Fort Wayne fire station in the area and adequate mutual aid arrangements developed with the Townships in the general area.

d. <u>Emphasis must be placed upon the City-County Coordinating Committee to aid in pursuing uniform development policies</u>.

The presence of a good road network and the availability of public sewer and water facilities in the West Sector will stimulate continued suburban development in the area. Since significant portions of the remaining undeveloped area are divided by City and County political lines, an active role by the City-County Coordinating committee is needed. The purpose of the Committee is to develop planning policies that are agreeable to both City and County officials

so that future development occurs in a uniform pattern to benefit the entire community.

e. The purchase of privately owned public utilities should be considered in the near future.

The purchase of the private utilities will permit City officials to have more influence on future development in the West Sector. The proper placement of sewer lines nearer to the City, for instance, would enhance contiguous urban growth and thereby permit the City to grow at a rate more comparable to the rest of the community.

NORTHWEST SECTOR

THE GOAL: To manage growth so that prime agricultural land will be preserved. PROPOSED LAND USE PATTERN:

The Northwest Sector contains a wide range of land use types. Industrial, commercial, and multi-family uses could be accommodated in the southern portion of the sector. Residential development is desirable between the Butler and Bass Road corridors. A variety of land uses could be appropriate in the area north of Butler Road. In any event, existing or proposed residential developments must be adequately buffered from conflicting uses.

POLICIES AND STRATEGIES - NORTHWEST SECTOR

a. Do not extend sewer lines beyond the limits of current facility plans.

Current plans are to extend sewer lines to an existing industrial park and to a proposed one. This is consistent with the economic development strategy of providing more suitable industrial sites for growth by local industries and for attracting new industries. Other extensions would have the negative effect of encouraging development into areas of prime agricultural land. This would also

drain resources that could be more effectively used in areas where growth is more desirable and consistent with efficient use of facilities.

F. SPECIAL AREAS

Special Areas are tracts of land with socioeconomic conditions that are significantly worse than the socioeconomic conditions of the immediate surrounding community. These areas are predominately residential in character with problems similar to those of central city neighborhoods, such as poor housing and private disinvestment. For the convenience of discussion purposes, these special areas are Taylor-Ardmore, Freeman-Covington, Belmont, Fairfax, and Riverhaven (see Figure 29). Since the characteristics of these Special Areas are similar to central city neighborhoods, they should be treated with similar policies and strategies.

The Goal: There are three goals for the Special Areas: 1) to encourage reinvestment; 2) to maintain existing development; and 3) to halt deterioration.

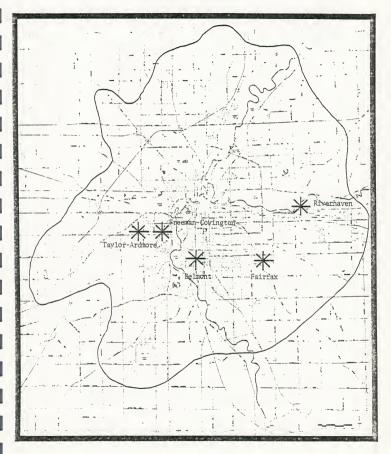
POLICIES AND STRATEGIES

1. PUBLIC INVESTMENT

Emphasis should be given to placing capital improvements in the Special Areas.

Public facilities in the Special Areas are often insufficient, or in need of repair and replacement. Substantial capital improvements are needed to maintain these facilities and to upgrade the liveability of the areas. Also, public investment can trigger increased private investment as the area is improved and as community confidence increases.

Capital improvements in the Special Areas should be given more emphasis in the City's capital improvements program. Sub-area plans should be used to identify



capital improvements needed to maintain existing facilities and to provide new ones, thus providing a systematic process for coordinating the timing of these improvements. Such improvements can also be used to support housing and commercial revitalization projects.

2. HOUSING DEVELOPMENT

Encourage and support the development of new housing.

Home construction is encouraged in four of the five Special Areas to help improve the investment patterns in these localities. Furthermore, since home construction in these localities is within existing urban development, it would make the most efficient use of present facilities and services. The development of new housing in the fifth Special Area, Riverhaven, is not desirable because of its location within the Maumee River flood plain.

Several public actions are possible to encourage private development of housing in the Special Areas. Vacant land, and areas with badly deteriorated and unoccupied structures, can be assembled by the public sector to provide tracts of land large enough for private development efforts. These potential tracts must be identified carefully so as to minimize demolition and the need for relocation. In some cases, vacant structures could be rejuvenated and developed into housing units. One possible indirect joint financing tool would be tax incentives. Housing mortgage bonds administered by the State Housing Finance Agency is an example of a direct financing toool.

Expand housing rehabilitation programs

The lack of economic resources in the Special Areas requires that financial assistance be provided if housing rehabilitation is to occur. Current public

and private programs do not meet the demand and needs for rehabilitation in areas outside the central city. Expanding these efforts will allow more housing to be preserved as well as to deter any possibility of blight and its related problems.

Current housing rehabilitation financing programs must be expanded to potentially depressed areas outside the central city. Several funding options are available including direct public loans; the use of public monies to stimulate private lending by means of partial loan guarantees and interest subsidies; and the creation of a high risk loan pool supplied by private lenders.

Provide concentrated, sensitive code enforcement

Other than financial considerations, housing inspections and code enforcement are a key element in a housing rehabilitation program. Many residents simply lack the knowledge to bring their homes to code standards. Therefore, as with central city residents, sensitivity in applying code enforcement is needed.

At the time of inspection, housing rehabilitation financial assistance opportunities can be explained, and efforts begun to work with residents needing such help. Neighborhood associations can help the public sector by assuring property owners that inspections and financial aid for rehabilitation are a great benefit to them. Response to initial efforts must be monitored and inspections continued as needed. The absence of a positive response will eventually require stronger enforcement measures to be taken. The existing housing code should also be reviewed and revised constantly to assure that compliance measures will be realistic and effective. Other codes should be enforced if significant problems arise in a particular geographic area. The various agencies involved in code enforcement, such as Minimum Housing and the Health Department, should cooperate more effectively.

2. CITIZEN INVOLVEMENT

Develop programs for neighborhood participation and self-reliance in improvement activities.

Citizen involvement is important in Special Areas because these areas have similar characteristics and problems of central city neighborhoods. However, Special Areas are not eligible for many of the financial assistance programs that can be used in the central city. By taking an active role in community affairs, residents in Special Areas can build self-reliance in their neighborhoods and produce innovative mechanisms to solve their problems.

Assistance should be provided to neighborhood groups to show them how to participate more effectively in existing programs as well as how to organize programs for neighborhood maintenance and improvement. Neighborhoods should also be assisted and supported in developing methods to handle complaints on conditions or circumstances that can be detrimental to their area.

III. ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES

Historically, the Fort Wayne economy has been strong as indicated by unemployment rates that have been relatively low and average incomes that have traditionally been higher than national averages. Recently, however, there have been indications that Fort Wayne's economic advantage has diminished and that the local economy is highly vulnerable to national downturns. Additionally, there has been a shift of jobs, business activity, and private investment out of the City's older areas into the fringe areas and the suburbs. Thus, the local economy is not geographically balanced and some areas are seriously lacking in economic resources and vitality.

The economic development strategy is designed to strengthen the local economy generally, and to provide greater economic prosperity to those areas in the community currently suffering from economic stagnation or decline.

THE GOALS:

- Expand job opportunities for all so that the local economy can grow and all citizens can afford an adequate living standard.
- Encourage diversification of the economic base to insure that the area is less vulnerable to national recessions.
- Maintain and expand the community's tax base through business growth to enhance stability and to support an adequate level of public service.
- 4. Encourage the balancing of investment throughout the community so that problems associated with a lack of economic resources are not concentrated in definite geographic sub-areas.
- Expend public funds and take public actions that will support existing and stimulate new private investment.

POLICIES AND STRATEGIES

1. CENTRAL BUSINESS DISTRICT DEVELOPMENT

Revitalize the Fort Wayne Downtown

Aside from the more basic arguments that downtown revitalization is necessary for the identity of the community and that efficient use is made of already existing facilities, there are a number of direct economic reasons for this strategy priority. Revitalization efforts will serve to maintain and expand the City's tax base. Additional job opportunities convenient to the population will be provided. Economic investment will be better balanced throughout the community rather than concentrated in the Outer Ring. Finally, Central Business District revitalization will help in promoting additional investment in adjacent central area neighborhoods.

In order to take full advantage of the significant revitalization work taking place, a number of present activities should continue and new activities should begin. As downtown takes on more of an office and service function, additional space for such uses should be encouraged through provision of support facilities such as parking garages, through land assembly, and through financial incentives for investment in existing under-utilized structures. Community wide public facilities and service uses should be encouraged to locate in the downtown area where ever feasible. As stated in the physical strategy, dining, entertainment, and cultural attractions should be located in various spots in the Central Business District. Tourism and convention potential should continue to be developed through provision of hotel space, meeting space, investment in attractions such as the Landing, Farmers' Market area, the railroad station, the Historic Museum, and the riverbanks. Housing opportunities must also be provided in the Central Business District. The housing stock can be developed by converting and rehabilitating existing structures as well as building new ones. In addition, there must be a variety of housing which are both subsidized and conventionally financed. Finally, a new retail development should be encouraged to return to the downtown area to serve the workers, tourists, visitors and residents who will be there.

Accomplishing these activities will require a variety of public and private initiatives. In some cases, direct public expenditures will be needed to provide support facilities as well as major public facility attractions. In other cases, the market for a particular activity may be so strong that direct public involvement would not be necessary. Many times, however, development of new activities in the downtown may have to be a joint public/private initiative. These schemes could take the form of public incentives such as tax incentives and land acquisition coupled with private development commitments, or more

direct involvement in financing, bonding, or participation as a development "partner."

INDUSTRIAL DEVELOPMENT

Maintain and expand existing industries.

The primary source of employment loss and economic stagnation for a community is the decline of its industrial base. A declining industrial base in the Central Area is occurring. Therefore, it is vital that the community place great effort in retaining and expanding existing industries.

The creation of a city-wide development corporation is one effort being made by the City of Fort Wayne to help industrial development. The corporation is used to develop, coordinate, and administer incentives, financing, and development programs. The use of public and private financial programs would include tax incentives, economic development bonds, and development financial tools. It is important to recognize that government and business must cooperate in order to maintain a healthy environment for existing industries.

Recruit new industries into the Fort Wayne area.

New industries are needed for a growing economy. It is also important to attract industries that will diversify the economic base and provide greater stability for the local economy.

This strategy can be implemented by using the variety of public and private financing tools and incentives mentioned above to attract a desired mixture of industries into the area. Direct assistance may be needed at times in the development of industrial and office sites.

The suggested activities include providing potential industries and business with information concerning development sites and economic potential in the community as well as marketing of the Fort Wayne area as a good location for business investment. Groups like the Greater Fort Wayne Chamber of Commerce and the Corporate Council can be instrumental in these efforts.

Provide adequate industrial sites.

In order to meet future industrial needs, adequate amounts of industrial land should be reserved for at least fifty years into the future. ³⁰ The Fort Wayne-Allen County community has not fulfilled this standard and, consequently, has lagged behind other localities in attracting new industry. Although, the community has set aside over 9,000 acres of undeveloped industrial land, most of it is undesirable for large industrial development. For example, only 6% of the community's available industrial sites are fifteen acres or larger with access to public water and sewer facilities and within a five mile radius of Interstate 69. If other components are added, such as access to rail, arterial roads, and utilities, then the number of available sites is reduced even further.

The recommended strategy to provide adequate industrial sites is to encourage aggressive community oriented steps to promote the expansion of industrial land. Prime industrial site must be delineated and preserved from other types of developments. The sites could be preserved by rezoning actions, or a non-profit community development corporation could take purchase options on parcels of land. Also, the installation of water and sewer lines, as well as the provision of good access to Interstate 69, is necessary in the development of adequate

³⁰Ed. "Industrial Districts," <u>Urban Land Institute</u>, Vol. I, Technical Bulletin No. 41, (April, 1961), p. 5

industrial sites. Improved airport service also enhances the development potential of an industrial site.

The development of a large industrial park would require several actions. Most importantly, however, is the need to create a development corporation to find the financial commitments for such a large undertaking. The preferred development corporation is a private, non-profit one. The most critical part of the above proposal is to find an individual or group of individuals that are willing to invest their time and money.

JOB OPPORTUNITIES

<u>Improve job opportunities for low income</u>, the handicapped, and minorities, and minority residents.

Fort Wayne's unemployed and low-income residents are not able to participate fully in the community's economic life. This creates personal and community hardships that can best be solved by full employment for all.

One method for achieving this is to use job opportunities for low income, the handicapped, the minority residents as a part of community revitalization and economic development incentive and development programs. The establishment and use of job training and placement programs, such as those provided through C.E.T.A., are vital for accomplishment of this need. It is imperative that public transportation be readily available to and from employment centers.

4. NEIGHBORHOOD ECONOMIC DEVELOPMENT

Revitalize declining neighborhood commercial districts.

Revitalizing neighborhood commercial districts is a major aspect of general neighborhood revitalization as these districts are often a leading identity or

image-making feature of the surrounding neighborhood. Commercial revitalization also serves to maintain the tax base, provide job opportunities, and strengthen the local economy, especially in areas lacking economic resources.

The first step in this process is to identify areas needing commercial revitalization. Then, merchant associations to coordinate and promote business activity must be organized and supported. This is to be followed with the development of comprehensive neighborhood plans and programs. Basic to the implementation of these plans is the use of financing incentives and mechanisms to support business expansion and attraction as well as the provision of public services and facilities in conjunction with business commitments. Ongoing promotion and coordination activities by district businesses, governmental agencies, finance institutions and adjacent neighborhoods is an integral feature of this revitalization strategy.

Revitalize declining neighborhoods in the Central Area and in the Middle Ring.

A significant problem for the community is the concentration of economic problems, such as unemployment, poverty, and the shortage of new private investment in the Central Area and parts of the Middle Ring. Revitalization is needed to maintain the tax base, to make better use of existing public and private facilities and existing investment, and to balance investment and economic prosperity more evenly in the community.

Neighborhood economic development activities must be consistent with the Central Area and Middle Ring development strategies of this plan. One vehicle for assuring this is the sub-area planning process.

Direct activities include the promotion of commercial and industrial employment opportunities in existing neighborhood commercial and industrial areas so long as this development is compatible with the adjacent parts of the neighborhood. It is also critical that new private development and investment be encouraged in these areas through financing incentives and mechanisms and the provision or upgrading of public facilities. The encouragement of private and public sector housing rehabilitation programs and action is a key part of this policy.

IMPLEMENTATION CAPACITY FOR ECONOMIC DEVELOPMENT

Strengthen Fort Wayne's ability to implement its economic development program. If the City is to actually implement proposed economic development projects, then it must support an ongoing economic program. Without adequate manpower and financial resources, many projects might never be formulated and executed.

There are several ways in which the City could carry out this ongoing program. For example, an information system could be established to provide a data base for planning activities and program development. Another way would be a joint City-County Capital Improvements Program, as proposed in the physical development strategy. This program would identify, rank in order of importance, and set funding timetables for the placement of public facilities. By knowing where and when public investments are going to occur, the private sector will be able to coordinate its investment actions with them. A very important aspect of an ongoing economic development effort would be the frequent updating of the City-County Overall Economic Development Plan (OEDP). Updating reflects changes in the local economy and makes the OEDP a valuable tool for evaluating policies and strategies.

Other possible techniques to strengthen Fort Wayne's ability to develop and implement an economic development program could be adopted. For example, a publicity and marketing campaign could be conducted nationally to make the community known and attractive to new outside investment. This same campaign could also be used within the community to change the perception of local residents of Fort Wayne and to inform them of the City's economic development activities. In addition, research could be done on different types of incentives that local government could use to foster new private investment.

Improve coordination and cooperation between the Fort Wayne business community and the public sector.

A vacuum is often perceived between government and business. Therefore, improved interaction between the private and public sectors is needed to enhance overall development and economic growth in the community.

One possible method to improve interaction is to create a committee on government affairs in the Fort Wayne Chamber of Commerce. The committee would have a couple of functions. First, it would represent the City's best interest and monitor State and Federal legislation and administrative policies regarding economic growth. Second, the committee would act as a liaison between local government and business. This would be extremely important in proving continuity as different administrations come into power.

SECTION IV

I. INTRODUCTION

Section I of the document reveals that the purpose of the Fort Wayne Comprehensive Plan is to provide policy direction for the economic and physical development of the community. The Plan then outlines the procedures to provide this direction. Section II of the Plan, for instance, examines demographic and financial trends in the community to determine physical and economic conditions. It also searches for the causes of all problem conditions and then projects their future impact upon the community. The next section of the Plan, "Policies and Strategies," proposes solutions to the problems mentioned earlier. It is important to note that some of the policy statements are directed at a specific community problem while other statements address broader issues.

The purpose of this section is to draw together all of the individual policies and strategies and recommend a working agenda for the community. This portion of the Plan will act as the springboard to the implementation process.

II. IMPLEMENTING THE PLAN

A. ROLES OF MAJOR PUBLIC AGENCIES

The successful implementation of the Fort Wayne Comprehensive Plan depends upon many groups of decision makers. In the Fort Wayne community those who are most responsible for the success of the Plan are the City Plan Commission, the City Council, and the Mayor's Office.

The Fort Wayne City Plan Commission is a nine member board that exercises the planning and zoning functions in the City (See Figure 30). The Plan Commission has a vital role in the implementation of the Comprehensive Plan for several reasons. First of all, the Plan Commission is the public agency responsible for the preparation of the Comprehensive Plan. Once the Plan has been prepared, the Plan Commission must review it and hold public hearings before it can make a recommendation to the City Council. The duties of the Plan Commission, however, extend beyond the preparation and adoption of the Plan. For instance, the Indiana State Planning Legislation states that all divisions of land must be reviewed and approved by the Plan Commission. The purpose of the review process is to determine if land divisions, more commonly known as subdivisions, are in accordance with the policies of the Comprehensive Plan. A few of the items that should be reviewed in a subdivision proposal by the Plan Commission are:

- The coordination of proposed public and private facilities for a subdivision with the facility policies and proposals of the Plan;
- The coordination of subdivision streets with planned streets and highways; and

³¹Sta*e Planning Services Agency, Public Law 178 Acts of 1979: House Enrolled Act No. 1081 (July, 1979), p. 25.

 The balanced distribution of additional population and traffic created from new development according to the growth policies of the Plan.

Another function of the Plan Commission is to govern the location, height, area, bulk, and use of buildings and structures according to the ordinance establishing zoning districts. This type of ordinance is an important part of the implementation process because the ordinance of the zoning districts is required to be in accordance with the Comprehensive Plan. ³² A third activity of the Plan Commission is to advise the City Council on proposed amendments to the Plan. This sort of activity is important because it allows flexibility in the planning process. More will be said regarding amendments when responsibilities of the City Council are discussed. Finally, the Plan Commission can advise the Mayor, the City Council, and other public and private agencies on the conformity of development proposals to the policies of the Comprehensive Plan.

FIGURE 30
CITY PLAN COMMISSION MEMBERSHIP

One Member:	One Member:	One Member:	One Member:	Five Members:
From City	From Park	From Board	City	Citizen
Council	Board	of Works	Engineer	Members

Two other public bodies involved in the implementation of the Comprehensive Plan are the executive and legislative branches of City government. Perhaps the biggest impact that the executive branch has on planning and development is in providing direction for policy making. The use of a capital improvements pro-

 $^{^{32} {\}rm Indiana}$, $\underline{\rm Indiana~Code,~Statutes}$ (1976), Vol. 3; Title 18, Art. 7, Ch. 4, Sec. 46.

gram by the Mayor, for instance, can actually serve as a guide to develop short range goals and objectives. The legislative branch, the City Council, is responsible for establishing a local plan commission and annually appointing one of its members to serve on the board. This gives the City Council a tremendous amount of influence in implementing the Comprehensive Plan. There are two other functions of the City Council that aid in the implementation of the Plan. City Council and the Mayor are empowered to adopt the Comprehensive Plan after it has been reviewed by the Plan Commission. The adoption of the Plan means that the City Council or other governing body within the territorial jurisdiction of the Plan Commission shall be guided by, and shall give consideration to, the general policy and pattern of development as set forth in the Plan. 33 The City Council, therefore, must itself consider the merits of the Comprehensive Plan when appropriating funds for the construction of or improvements to projects like streets, water lines, sewers lines, and so forth.

The remaining function of City Council that is important for the implementation process is the approval or disapproval of planning amendments. Amendments are important because they allow the planning process to remain flexible. Amendments include such things as proposals to change the zoning classification of the area, and the abandonment of public ways. It should be remembered that zoning districts are developed in accordance with the Comprehensive Plan's goals and policies. Therefore, every time City Council makes a decision on a zoning amendment, it can be altering the effect that the Comprehensive Plan has on the community. This assertion is reinforced by the Indiana State Planning Enabling Act. It states that an "Amendment or repeal of the zoning ordinance is considered amendment an to the Comprehensive Plan."

³³State Planning Services, <u>House Enrolled Act No. 1081</u>, p. 33.

There are, of course, several other public agencies besides the Plan Commission, City Council, and the Mayor's office that can have an impact upon the Comprehensive Plan. These agencies, however, influence the Plan more because of the services they provide than for their direct input into the planning process. The Fort Wayne Board of Park Commissioners, the Fort Wayne Housing Authority, the Fort Wayne Redevelopment Commission, and the Fort Wayne Board of Public Works are just a few examples of public agencies with programs which affect community development patterns. It is vital, therefore, that these agencies coordinate their efforts with the goals and policies of the Comprehensive Plan.

Another very important part of the Comprehensive Plan's implementation process is citizen participation. Often, citizen participation has been nothing more than community input into the development of goals and objectives of proposed planning documents. The Fort Wayne Comprehensive Plan, however, is structured to encourage citizen involvement in the actual implementation phase of the Plan. The previous section of the Plan incorporates several policies that require citizen involvement. The very first policy statement in the Plan calls for improved citizen awareness of community issues and problems. The purpose of this policy is to make citizens more effective in dealing with their problems or concerns. The Plan also calls for increased resident participation in neighborhood affairs and the development of sub-area plans. Sub-area planning is a process where neighborhood problems are identified and policies are formulated. This is an example where citizens can have meaningful input in planning at the grass roots level.

B. USE OF THE PLAN

The proper application of the Comprehensive Plan as a guide for decision makers revolves around the use of its policy statements. The policy statements are

courses of action, and in some cases inactions, to attain the desired goals of the community. The policy statements are structured in the Plan so that they can be used in two ways. Some policies can be used as a set of review standards to check the compliance of development proposals to the needs of the community. For the convenience of discussion, this procedure is referred to as the "Policy Review Process." The second way that the policy statements can be used in the Plan is as a springboard to initiate ideas, projects, and planning work programs. This procedure is referred to as the "Policy Action Process." It should be noted that not all of the policies in the Plan will be applicable to every issue. Also, not all policies can be used in both the "Policy Review Process" and the "Policy Action Process."

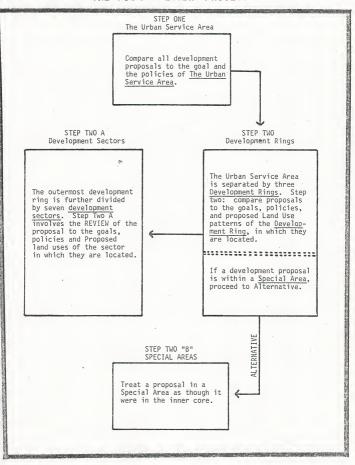
(1) Policy Review Process

Quite often, complex land use issues can be simplified when adequate information is known. The objective of the "Policy Review Process" is to provide this type of information. The principal users of the review process should be the City Flan Commission and the City Council, however, any agency or individual involved with community development is encouraged to use the process. THE "POLICY REVIEW PROCESS" IS TO BE APPLIED PRIMARILY TO PHYSICAL DEVELOPMENT ISSUES SUCH AS REZONING PETITIONS, SUBDIVISION PROPOSALS. AND COMMERCIAL, INDUSTRIAL, AND PUBLIC FACILITY DEVELOPMENT PROPOSALS. The process, however, can be used to address economic issues. The "Policy Review Process" can also be used in determining the conformity of capital improvements to the goals of the community. Some examples of capital improvements that can be considered in the review process include street and highway construction, extension of sewer and water mains, and the placement of new schools, fire stations, and parks.

There are just a few steps involved when applying the "Policy Review Process." Generally speaking, the process proceeds on a hierarchial format along geographical boundaries. For instance, the process begins with a set of general development policies, and then presents more specific policies based upon the location of the issue being considered. In all, the "Policy Review Process" can cover up to four separate geographical levels. The following paragraphs discuss the review process in more detail. In addition, Figure 31 illustrates the basic steps involved in the process.

The first step in the "Policy Review Process" is to compare the capatibility of a development proposal to the goal and to the policies of the overall Urban Service Area. The overall Urban Service Area was discussed in Section Three of the Plan, and it is illustrated in Figure 23. It should be mentioned that this first review step applies to all development proposals. To expedite the first step, the goal and the following policies of the overall Urban Service Area are outlined below. Of the six policy statements listed, the last one will be the most applicable for physical development proposals such as subdivisions and rezoning petitions.

- GOAL: To achieve balanced and timely growth that is supportive of existing development and of the local economy.
- POLICIES: 1. To improve the community's awareness of existing issues and/or policies.
 - 2. Carry out an ongoing sub-area planning process.
 - Evaluate other community plans in the comprehensive planning process.
 - Expand the community's financial resources for revitalization and maintenance of existing investments.



- Improve City and County cooperation on development matters and public investments.
- Formally review petitions for rezonings, subdivision approvals, and other development proposals in greater perspective than just site analysis.

Policy Six is designed especially to review specific development proposals. It lists a second set of policies to determine the compliance of individual proposals with the goals of the Plan. The policies are:

- a. Rezoning and proposed developments must be compatible with existing and planned land uses.
- b. A proposal should not establish an undesirable precedent in the area to be developed.
- c. A proposed development should maintain the integrity of the area to be developed in terms of drainage, topography, and vegetation.
- d. A proposed development should not necessitate the construction of new facilities or the expansion of services at the expense of the City.
- e. The requirements and effects of a proposed development should not overburden, directly or indirectly, the capabilities of existing facilities in the immediate area.
- Proposed developments should not create new areas of strip developments.
- g. Pedestrian traffic must be given proper consideration.
- Evaluation of proposed projects should include consideration of energy implications.

- The proposed project should not duplicate existing public facilities or proposed capital improvements.
- j. The creation of retention and detention pond areas to service <u>individual</u> developments exclusively should be limited to hardship cases.
- k. When applicable, an evaluation of proposed projects should include consideration of access for the handicapped.

The next step in the "Policy Review Process" is to refine the geographical area of concern. The delineation of a smaller study area will in turn identify another set of policy statements to be reviewed. Refining the study area is quite easy. In the back cover of the Plan is a fold-out map of the Urban Service Area. The fold-out map divides the Urban Service Area into three rings, and they are: the Central Area, the Middle Ring, and the Outer Ring. To proceed with the second phase of the review process, simply locate the proper ring in which a development proposal is located. Next, review the goal, the proposed land use pattern, and the development policies of the ring. This review process will illuminate whether or not a development proposal is compatible to the area in which it is located. The goals, proposed land use patterns, and policies for each of the three rings are listed in Section III of the Plan. The table of contents will provide the correct page numbers to locate these criteria.

The "Policy Review Process" must be carried an additional step if a development proposal is located within the Outer Ring. Once again, the fold-out map in the back of the Plan must be used. The map divides the Outer Ring into seven development sectors. To proceed with the review process, it is necessary to identify the proper development sector in which the proposal

is located. Once the proper sector is identified, a review of its goal, proposed land use pattern, and policies can occur in the same manner as described in the previous paragraph.

There will be times when a development proposal will border, or extend into, two or more rings or sectors. At such times, it must be remembered that the boundaries of the rings and sectors are flexible, and they will have to be analyzed to determine which one the proposal most resembles. From this determination, the conformity of the proposal to the goal, proposed land use pattern, and policies of the chosen ring or sector must be determined. It is also possible to review the conformity of the proposal to two or more rings and/or sectors. This situation can arise when the characteristics of a proposal cannot be matched to just one area. The multiple review process will more likely occur, however, because of project proposals which transverse large areas. Some examples of these wide-ranging projects are sewer interceptor extensions and the development of a traffic corridor.

There may be an occasion when a proposal is located in one of the Plan's Special Areas. When this situation happens, simply review the goal and the policies and strategies that were developed especially for these areas. The Table of Contents will provide the correct page number to locate these criteria.

To complete the "Policy Review Process", it is necessary to review the conformity of all proposals to the economic policies of the Plan. The review procedure for the economic policies is much simpler than is the review of the physical development policies. The process requires that all

of the policies in the economic section of the Plan be reviewed when determining the compatibility of a development proposal with the goals of the community.

(2) THE POLICY ACTION PROCESS

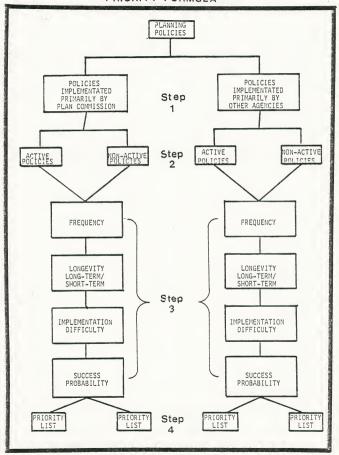
The second tool for implementing the Fort Wayne Comprehensive Plan is the "Policy Action Process." The purpose of this process is to initiate public and private programs to find solutions for development problems. The process proposes to initiate these programs in compliance with the policy statements in the Comprehensive Plan.

The first step needed to activate the "Policy Action Process" is to give priorities to the policy statements so as to give the community direction and timing for initiating programs. This step is also important because time and resources will limit the number of policies that can be pursued.

The task of establishing priorities rests ultimately with the Fort Wayne Plan Commission, and though the task is not an easy one, it is vital that it be performed in a systematic fashion. One of the best techniques to insure this performance is to categorize the list of items into smaller and more workable groups. The following chart illustrates the mechanics of this recommended technique as it applies to the policy statements in the Comprehensive Plan. Also listed below is a step-by-step outline explaining in detail the implementation process.

STEP 1: To activate the recommended technique, the Plan Commission should first form a study group to identify the public and private agencies most likely to be involved in the implementation of the

RECOMMENDED PRIORITY FORMULA



policy statements in the Comprehensive Plan. Once these agencies have been identified, the study group can divide the policy statements into two groups. One group would contain policies that can be implemented primarily by the Plan Commission while the second category would contain policies that are more dependent upon other agencies for implementation.

STEP 2. The second step is to review the two lists of policies developed from Step 1. It is important that the two lists are treated separately. The purpose of the review is to separate those policies which are presently underway from those that have not been initiated. When finished, the study group will have expanded the list of policies from two to four. It is recommended that emphasis be given in the early stages of the implementation process to the policies which have been initiated.

STEP 3. The purpose of this step is to take the four lists of policies created in Step 2 and establish priorities for each of them. The ranking process is made possible by reviewing criteria common to all of the policies. For instance, the geographic areas in which the policies are to be implemented must be reviewed. Policies which are applied to two or more geographic areas should receive more attention when establishing priorities because their versatility will permit a broader range of issues, or areas, to be served than will other policies.

Another feature to recognize is policy longevity. This means that some of the policy statements can be initiated in a short time period while other policies may have to be pursued for several years before their impact is felt. This feature is important when

developing priorities because it will provide a proper balance in the implementation process.

There are two final features of policy statements that should be considered. First, they should be reviewed to determine the difficulty of implementing each one. Second, the probability of success in implementing each one should also be estimated. Once these two reviews are completed, then the policy statements can be ranked according to difficulty and probability of success. This ranking process should also allow for a mix of policies in terms of these two criteria.

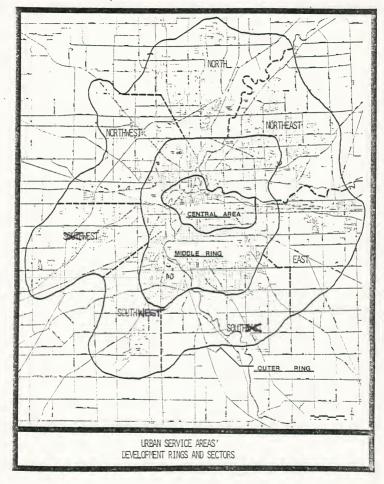
STEP 4. By the time the study group reaches Step 4, it should have four individual lists of policy statements which have been ranked. The study group can conduct further reviews of the policies to refine the priority list, or it may select some of the policy statements for implementation.

Once the four policy lists have been prioritized, the committee must refer them to the Plan Commission for further evaluation. If the Plan Commission is satisfied with the policy lists, it can begin to implement them. However, the Commission will not be able to pursue all of the policies at one time, so it will have to determine which policies and priority lists to concentrate on. The Commission can decide, for instance, to concentrate on one priority list or to pursue a selected number of policies that are in several of the lists.

Another responsibility of the City Plan Commission is to assure that diligent progress is made toward the implementation of the policies once they are chosen. One method that will substantially help meet this responsi-

bility is for the Commission to intertwine the selected policies into the annual work program of its planning staff. The Plan Commission can check on the progress of the selected priorities when its reviews its annual report and the next years work program. The annual report lists the status of all activities that the Plan Commission and its staff pursued in the previous year. Another big advantage of placing selected policies into the staff's annual work program is that the Commission will have to review the priorities in the four policy categories on a yearly basis. This procedure will keep the Comprehensive Plan updated and flexible enough to handle any new problems that may arise because of technological innovations, shifting demographic trends, and the like.

The Comprehensive Plan, as indicated earlier, is the official policy guide for the development and improvement of the Fort Wayne community. However, the success of the Plan will depend largely upon the City Plan Commission. The Commission must understand the overall needs of the community and direct its attention to those policies that come closest to achieving those needs. Only in this way will the community experience the fullest benefits from its limited resources and services.







The City of Fort Wayne

OFFICE OF THE CITY CLERK

Charles W. Westerman, Clerk — Room 122

May 17, 1982

Ms. Judy High Fort Wayne Newspapers, Inc. 600 West Main Street Fort Wayne, IN 46802

Dear Ms. High:

Please give the attached full coverage on the dates of May 19, and May 26, 1982, in both the News Sentinel and Journal Gazette.

RE: Legal Notice for Common Council of Fort Wayne, IN

Bill No. Z-82-02-03 Zoning Map Ordinance No. Z-11-82

Bill No. G-81-09-13 General Ordinance No. G-06-82

Please send us 10 copies of the Publisher's Affidavit from both newspapers.

Thank you.

Sincerely,

Charles W. Westerman

City Clerk

CWW/ne ENCL: 1

LEGAT. NOTICE

Notice is hereby given that on the 11th day of May, 1982, the Common Council of the City of Fort Wayne, Indiana, in Regular Session did pass the following Bill No. Z-82-02-03 -- Zoning Map Ordinance No. Z-11-82, AN ORDINANCE amending the City of Fort Wayne Zoning Map No. L-10

Notice is hereby given that on the 11th day of May, 1982, the Common Council of the City of Fort Wayne, Indiana in Regular Session did pass the following Bill No. G-81-09-13 -- General Ordinance No. G-06-82, AN ORDINANCE amending the Code of the City of Fort Wayne, Indiana of 1974, Chapter 21-1, 21-2 and 21-3 which adopted the General Plan for the City of Fort Wayne as approved by Council on November 26, 1963

I, Charles W. Westerman, Clerk of the City of Fort Wayne, Indiana do hereby certify that Bill No. Z-82-02-03 -- Zoning Map Ordinance No. Z-11-82 and Bill No. G-81-09-13 -- General Ordinance No. G-06-82. were passed by the Common Council on the 11th day of May, 1982, and said Ordinances were signed and approved by the Mayor on the 13th day of May, 1982, and remains on file and on record in my office.

Colies of Bill No. Z-82-02-03 -- Zoning Map Ordinance No. Z-11-82 and Bill No. G-81-09-13 -- General Ordinance No. G-06-82, will be posted for reading in the following places in Fort Wayne, Allen County, Indiana

- The main floor of the City-County Building (1)
- The bulletin board in the lobby of Downtown Fort Wayne Public Library
- The bulletin board in the lobby at the East door of the Allen County Court House

Copies of Bill No. Z-82-02-03 -- Zoning Map Ordinance No. Z-11-82 and Bill No. G-81-09-13 -- General Ordinance No. G-06-82, will be available for reading in the following places in Fort Wayne, Allen County, Indiana

- Reference Room in the north end of the (1) main floor in said Downtown Public Library
- (2) The Journal of the Common Council Proceedings in the Office of the City Clerk of Fort Wayne, Indiana

Hade W. Westerm Charles W. Westermar

City Clerk

I, Charles W. Westerman, Clerk of the City of Fort Wayne, Indiana, fulfilled and posted the above ordinances in the designated places as stated on May 19, 1982.

Chule W. Westermen

City Clerk

General Form No. 99 P (Rev. 1967) Form Prescribed by State Board of Accounts Fort Wayne Common Council JOURNAL-GAZETTE Dr. (Governmental Unit) Allen FORT WAYNE, INDIANACounty, Ind. PUBLISHER'S CLAIM LINE COUNT Display Matter (Must not exceed two actual lines, neither of which shall total more than four solid lines of the type in which the body of the advertisement is set) – number of equivalent lines number of lines Head Body number of lines number of lines Total number of lines in notice COMPLETION OF CHARGES 22.20 1 columns wide equals 71+ equivalent lines at +300¢ Additional charge for notices containing rule or tabular work (50 per cent of above amount) 8 extra 4.00 Charge for extra proofs of publication (50 cents for each proof in excess of two) 26.20 TOTAL AMOUNT OF CLAIM. DATA FOR COMPUTING COST Size of type......6....point Width of single column 9.6 picas Number of insertions _____2 Size of quad upon which type is cast...... of Ch. 89., Acts 1967. ant is just and correct, that the amount claimed is legally due, after allowing all just credits, and that no part of the same anice De Yald PUBLISHER'S AFFIDAVIT ALLEN County SS: Personally appeared before me, a notary public in and for said county and state, the CLERK of the JOURNAL-GAZETTE DAILY newspaper of general circulation printed and published in the English language in the city of FORT WAYNE, INDIANA in state and county aforesaid, and that the printed matter attached hereto is a true copy, which was duly published in said paper for two times the dates of publication being as follows: 5/19 - 5/26/82 26th Subscribed and sworn to before me this _ November 29, My commission expires......

Form Prescribed by State Board of Accounts			General Form No. 99 P (Rev. 1967)
Fort Wayne Common	n Council	То	JOURNAL-GAZETTE D
(Governmental Unit)			
Allen	.County, Ind.	FC	ORT WAYNE, INDIANA
	PUBLIS	HER'S CLAIM	
LINE COUNT			
Display Matter (Must not ex of the type in which	ceed two actual lines, neither of the body of the advertisement	of which shall total more than four is set) - number of equivalent line	3
Head number of lines			1
Body number of lines			
Tail number of lines			2
Total number of li	nes in notice		
COMPUTION OF CHARGES			
7½ lines,cents per line		71+equivalent lines at	.300¢ 22.20
Additional charge for notices	containing rule or tabular wor	k (50 per cent of above amount)	
Charge for extra proofs of pu	blication (50 cents for each pro	of in excess of two) 8 e.x.	
TOTAL AMOUNT	OF CLAIM.		26.20
DATA FOR COMPUTING COST			
Width of single column 9.6	i picas Sia	ze of type6	.point
Number of insertions2	Sia	ze of quad upon which type is cast	6
Pursuant to the provision and penalties of C	Ch. 89., Acts 1967.		
		unt claimed is legally due, after allo	wing all just credits, and that no part of the sam
has been paid.	a just and correct, that the arre		_
		Un	ice.) De Yeld
May 26 19 82	*	Title	CLERK
Form 904	PUBLISH	ER'S AFFIDAVIT	
	State of Indiana ALLEN County SS:		
			in and for said county and state, thewho, being duly sworn, sa
2			who, being duly sworn, sa
		GAZETTE	~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~~
	2 DAII	.Y newsp	aper of general circulation printed and published
	in the English language i	n the city of FORT WAY	YNE, INDIANA
	in state and county	aforesaid, and that the printer	d matter attached hereto is a true copy,
County Building		d in said paper for TWO t	imes ,,the dates of publication being
County Building (2) The builletin board in the lobby of Dowtown Fort Wayne Public Library (3) The builletin board in the	as follows: 5/19	- 5/26/82	4 - 40
Public Library (3) The bulletin board in the lobby at the East door of the Allen Gounty Court House Copies of Bill No. Z-82-02-03 —		-	1118
Zoning Map Ordinance No. Z-11- 82 and Bill No. G-81-09-13 —Gen- eral Ordinance No. G-08-82, will	Subscribed and sworn to	before me this 26th / d	Mar De Mara
be available for reading in the fol- lowing places in Fort Wayne, Allen	Subscribed and sworn to	Delote ine this	ma (Xa bina)

November 29, 1985

orm Prescribed by State Board of Accoun				General Form No. 99 P(Rev. 1967)
Fort Wayne Common	n Council	1	o NEWS	-SENTINEL	Dr.
(Governmental Unit)					
Allen	County, Ind		FORT WA	YNE, INDIANA	
	PUE	BLISHER'S CLAI	M		
NE COUNT					
Display Matter (Must not of the type in which	exceed two actual lines, n	eithet of which shall total sement is set) – number of	more than fout solid lines equivalent lines		
		,		1	
Head number of lines					
Body number of lines				71	
Tail number of lines				2	
				714	
Total number of	lines in notice				
OMPUTION OF CHARGES					
		71			
74 lines,	1 columns wide e	quals 71+ equiv	alent lines at $.300\phi$	\$ 22.20)
cents pet line					
Additional charge for notice	es containing rule or tabu	lar wotk (50 pet cent of ab	ove amount)		
Charge for extra proofs of p	blimaine (50 cours for a	uch proof in excess of two)	8 extra	4.00)
Charge for extra proofs of p	Sublication (50 cents for e	acti pioor ili excess or (wo)		. 26.20)
TOTAL AMOUN	T OF CLAIM.			\$ 20.20	,
Width of single column 9	2	Size of type	ich type is cast		
Width of single column 9	2	Size of quad upon wh	ich type is cast	ast credits, and that no part	of the same
Width of single column 9	2	Size of quad upon wh	ich type is cast	ast credits, and that no part	of the same
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Width of single column 9	2	Size of quad upon wh	ich type is cast	ast credits, and that no part OTOR	of the same
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Width of single column s Number of insertions	Cf. 89., Acts 1967. t is just and correct, that t graph of the state of Indiana ALIEN County Six Personally appe	Size of quad upon whether amount claimed is legall blisher's AFFIDAVIT	by due, after allowing all justice. Title	CLERK for said county and	of the same
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Number of insertions	2 State of Indiana ALLEN County Street under the state of the state o	Size of quad upon when the amount claimed is legall blisher's AFFIDAVIT cared before me, a ne D. ROG CLEI	by due, after allowing all justices. Title		of the
Number of insertions	2 State of Indian ALLEN County St. Personally appeundersigned that she is. NI a. in the English lar in state and of	Size of quad upon when the amount claimed is legall BLISHER'S AFFIDAVIT ared before me, a ne D. ROG CLE EWS-SENTINEL DAILY guage in the city town cown county aforesaid, and the	y due, after allowing all ju Tjtle	neral citculation printed and DIANA attached hereto is a telephone and the second seco	d published
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Number of insertions LEGAL NOTICE Notice is hereby given that or ice of the common Council of the City of the of	Cf. 89., Acts 1967. t is just and correct, that tell for the following St. Personally appeared that she is	Size of quad upon when the amount claimed is legall believed to be some the control of the contr	y due, after allowing all justices of the start public in and SSE. newspaper of get FORT WAYNE, IN at the printed matter two times.	neral citculation printed an DIANA attached hereto is a to the dates of public	d published

Form Prescribed by State Board of Accounts				General Form No. 99 P(Rev. 1967)
Fort Wayne Common			NIEWIC 6	
(Governmental Unit)	***************************************	1	ToNEWS	SENTINEL Dr.
Allen	County, Ind		FORT WAY	'NE, INDIANA
	out, ma			
	PUBI	ISHER'S CLAI	M	
LINE COUNT				
Display Matter (Must not ex of the type in which	ceed two actual lines, neit the body of the advertisem	her of which shall toral nent is set) – number of	more than four solid lines equivalent lines	
Head number of lines				1
				71
Body number of lines				
Tail number of lines				
Toral number of lin	nes in notice			74
COMPUTION OF CHARGES			,	
71+ lines,	columns wide equa	als 71+ equiv	alent lines at • 300¢	\$ 22.20
Additional charge for notices	containing rule or rabular	work (50 per cent of abo	ove amount)	
	-		8 extra	4.00
Charge for extra proofs of pub	licarion (50 cenrs for each	proof in excess of two)	0 02014	-
TOTAL AMOUNT	OF CLAIM.			\$ 26.20
DATA FOR COMPUTING COST				
Width of single column 9.6	picas	Size of type	5poinr	
-				
Number of insertions2		Size of quad upon whi	ch type is cast	
Pursuant to the provision and penalties of C	h. 89., Acrs 1967.			
I hereby certify that the foregoing account is has been paid.	just and correct, that the a	amount claimed is legally		
			7) Ro	000
Date May 26,19 82	\$		Tirle	CLERK
Form 903	PUBLI	SHER'S AFFIDAVIT		
ni yabandT. m.s 11 916 dmc	State of Indiana ALLEN County SS:			
ATIA.				r said county and state, the who, being duly sworn, say:
wo brothers, Edward of ove, Ill., and M.F. Trott				of the
n, Dennis of Brooklyn,		S-SENTINEL		
are two daughters, Harber of Fort Wayne an G. Trott of Concord,	2 D	AILY	newspaper of gene	ral circularion printed and published
	in the English langua	ige in the city of	FORT WAYNE, IND	IANA
St. Joseph's Hospital. t, born in Fort Wayne, ay veteran of World War				trached hereto is a true copy,
St. Joseph's Hospital.		ished in said paper for	two times	,the dates of publication being
(2) The bulletin board in the	as follows:	/19 - 5/26/8	32	15
Public Librery (3) The bulletin board in the			70	- Comment
County Court House Copies of Bill No. Z-82-02-03 —		,	OC+ha DIA	182
Testosoft 8, utdosoft 78, utdos	Subscribed and sworr	n to before me this	Clare Th	Par bine
lowing pleces in Fort Weyne, Allen County, Indiene.		Massault	100 1005 No	tar Public